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Madras Districts Municipalities Act Repugnant to the Indian Constitution.

The Madras Municipalities

QUARTERLY JOURNAL
OF
The Chamber of Municipal Chairmen
(MADRAS STATE)
Editor: Dr. T. V. S. CHALAPATY RAO

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18 MAY 52
MADRAS

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THE MADRAS MUNICIPALITIES

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The Madras Municipalities

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VIJAYAWADA

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EDIOTRIAL

This is the age of democracy. It was in the name of democracy that the world witnessed two deadly wars and a number of rebellions called civil wars. Political parties have been organised and are being worked throughout the world for carrying on the administration, be it that of a country, state, district or town, on democratic lines. In other words, it is rule for the people, by the people.

In a democracy, the sovereign power is vested with the people. It is transferred through elections to their representatives. Some of these elected representatives are chosen for giving effect to the policies and programmes evolved by joint deliberations of all the elected representatives. In this process, the permanent services, both technical and non-technical, assist the elected representatives. This, in short, is the framework of any Government, be it local or national, in a democracy. It is therefore defined by some as the "Autocracy of the chosen few". In other words, both the deliberative and executive functions are exercised by the elected representatives. But, in countries like England, the executive functions in local administration are being exercised not by an elected representative but by an officer appointed or selected by all the elected representatives by a majority vote.

India has rightly hammered out a democratic constitution and her Sovereign Republic is now 3 years old and the first General Elections under that constitution are just over. In this context it is pertinent to examine the democratic content of the nurseries of democracy, namely, the Municipalities in the state of Madras. Municipal Administration consists of an

electcd council, an elected Chairman and a Government appointed executive authority. The electoral rolls of the State assemblies and the Union Parliament are the rolls used for the election of Municipal Councils also. The councillors have to undergo the ordeal of the elections. Their responsibilities are no doubt more than those of the members elected to the state assembly or parliament. Unlike them, the Municipal Councillors have to deal with the daily requirements of the community, namely, water supply, sanitation etc. But, they have no privileges or powers to provide amenities to the Rate-payers. The executive functions which are very important so far as the day-to-day administration is concerned, are not vested with their elected head, namely, the Chairman but are vested with the Government appointed and Government controlled agency called the executive authority. The other departmental heads such as the Municipal Health Officer, Civil Enginer and Electrical Engineer are appointed and controlled by the Government through their respective departmental heads. The elected council is responsible to its electorate while the chief executive authority and the other departmental heads are responsible to the Government. Even in the deliberative field, the decision of the elected council is not final. It can be vetoed or modified by the State Government.

This system is evolved of a queer theory that a person (the Chairman) depending upon the votes of his co councillors for his existence is not a suitable agency to exercise executive functions. It may be so in pre-republican India. But how could it conform to the letter and spirit of the Republican Constitution of India ? It is all the more queer and ununderstandable that contemporaries like 'Madras Mail' who claim to be the champions of democracy should plead that the emergence of India as the Sovereign Republic has not altered or obliterated the conditions that necessitated the introduction of diarchy in Municipal Administration. If an elected person is competent to exercise executive functions in State Government and even in Local Government in countries like England, how does it stand to reason that his is not a suitable agency to exercise executive functions in the Municipal Administration of Madras State ?

If this queer theory is correct then there is no need for council of ministers in the States. It is enough that the legislature is elected. After electing a Speaker they can pass enactments from time to time and lay down policies which can

be executed by permanent secretaries. It is not open to any government much less to a democratic government to take away the powers that are inherently and constitutionally vested by the electorate in their representatives and transfer them to an authority superimposed by them (government). It is repugnant to democracy and democratic constitution adopted by India. It is deplorable that such an nndemocratic Act should still find a place in the Sovereign Republic of India.

Municipal Administration went on in this State for more than one and a quarter decade when the executive functions were exercised by an elected authority namely the chairman. It is now nearing two decades since that system was replaced by the present one in which the executive functions are exercised by a Government appointed authority. A dispassionate comparison of the progress achieved during these two respective periods would unequivocally reveal that the former period was marked with steady progress in many cases while the latter one completely deprived the elected, representative of his initiative and reduced him to the position of a mere advisory body - advisorybody in some cases and an approving authority in some other cases. Could such Municipalities be justly called the nurseries of democracy ?

The Chamber of Municipal Chairmen which consists of all elected Chairmen is rightly agitating since its inception tc democratise the municipal administration. They are of the view that the problems of 1950 can hardly be solved by the policies of 1933. The Kumaraswamy Raja Government earned the gratitude of the Chamber by responding to the agitation and appointed an Advisory Committee with Sri Ratnasabapathy Mudaliar as its chairman to advise them on the reform of Municipal Administration. The Committee consisted of many experienced Municipal Chairmen, past and present, and various departmental heads of the Government. Their findings which are very moderate were forwarded to the Government sufficiently long before the elections. Nevertheless, the Raja Government had not the courage or wisdom to legislate Municipal reforms on the basis of the recommendations of the committee. Among others, this is one of the potential reasons why the Raja Government failed to get re-elected during the recent general elections. The coming Government will therefore do well to introduce a bill for the reform of Municipal Administration in the very first session of the state assembly on the basis of the recommendations of Ratnasabapathy Mudaliar Committee and conduct the municipal elections under the provisions of the new Act. Long Live Democracy !

MADRAS ELECTRICITY SUPPLY UNDERTAKINGS (Acquisition) Act 1949 Declared Invalid And

ULTRA VIRES

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At the Madras High Court, Satyanarayana Rao and Rajagopalan JJ, delivered judgment on December 13, 1951 in a batch of petitions filed on behalf of nine Municipalities in the State, questioning the validity of the Madras Electricity Supply undertakings (Acquisition) Act, 1949.

Their Lordships in an elaborate judgment allowing these petitions, held that the Act, in so far as it related to local authorities, contravened Article 14 of the Constitution and therefore was **ultra vires.**

The petitioners were the Municipalities of Madura, Coimbatore, Tanjore, Vijayawada, Masulipatam, Karur, Bodinayakanur, Tirupathi and Pollachi.

Their Lordships observed in the course of their judgment that this question had come up before another Bench in another case, where the petitioners were private individuals and that the Bench was of the opinion that the provisions of the Act relating to the acquisition of the undertakings, subject to slight modifications, were valid. But the present batch related to undertakings of local authorities, that is, municipalities, and the provisions in the Act relating to them (local authorities) were different.

After referring to the constitution and working of municipalities under the Madras District Municipalities Act, 1920, Their Lordships said that before the impugned Act was passed by the legislature, the supply and use of electrical energy were governed and regulated by the Indian Electricity Act. Individuals or local authorities were governed by the provisions of that Act and they could carry on their business only in accordance with such conditions as might be fixed by the Provincial Government in that behalf. As part of the post-war reconstruction programme, it was decided to nationalise electricity and the Madras Electricity Undertakings (Acquisition) Act, 1949 was then passed.

The petitioners contended, Their Lordships further observed, that the provisions of the Acquisition Act relating to them were **ultra vires** because they were confiscatory in nature and the legislature had no power to enact a law for the acquisition of such undertakings and that the Act violated Article 14 of the Constitution, denying the right to equality before law or the equal protection of the law. On behalf of the Government it was

contended that a local authority like a municipality was not entitled to claim any fundamental right guaranteed to citizens under Article 14 and that the certificate issued by the President in repect of the Act precluded the petitioners from challenging the provisions of the Act.

Their Lordships held that the municipalities were not in any sense agents of the Government. They were unable to see any reasonable justification for the discrimination made in the Act between commercial and noncommercial corporations. "We think" Their Lordships said, "it is a clear instance of legislation violating the right recognised and protected by the guarantee under Article 14 of the Constitution. The municipalities have been suddenly deprived of a very important source of income ranging from 10 to 15 per cent of their income, which could have been made available for the benefit of rate-payers. The effect of this legislation is to deprive the municipalities and, indirectly, the rate-payers of such benefits and, what is more, even of the cash balance in their (municipalities) hands such as the consumers' funds etc., which were solely and exclusively for the benefit of the consumers ; and the accumulation of profits in their hands has been claimed as part of the undertaking, to be taken over by paying to the municipalities a part of the cash as compensation. If in the case of an indivinual's business, profits are earned, the profits no longer form part of the undertaking and any acquisition made by him out of the profits, not forming part of the undertaking, will be at his disposal and they cannot be taken as part of the undertaking. There is no reason for not applying the same analogy to undertakings of municipalities. But we are not concerned with these problems as they are matters to be settled between the Government and the municipalities.

In the end Their Lordships held that the Madras Electricity Supply Undertakings (Acquisition) Act, 1949, in so far as it related to local authorities contravened Article 14 of the Constitution and was therefore **ultra vires.** The petitions filed on behalf of the municipalities were therefore allowed.

Their Lordships also granted leave to the State Government to appeal to the Supreme Court as the question raised was a substantial one involving the interpretation of the Constitution.

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Letters to the Editor:

Need for a Co-operative work-shop

Sir,

In the interest of the efficient administration of the Municipalities, Panchayat Boards and District Boards, I wish to make a suggestion for the consideration of the benign Government of Madras. Every, well-organised management for example the Railway Department, the Public Works Department and the Government themselves are having their own works-hops and printing presses. Though there are ninety five municipalities, two hundred and forty panchayat boards and twenty five district boards, they are not having their own work-shop or a printing press. They have to depend upon the private enterprises. Generally much delay and inferiority in the quality of stock supplied are experienced. Further the goods are not manufactured according to the desired specifications. In order to get over all these difficulties a Co-operative Municipal .and Local Board workshop may be organised under the Madras Co-operative Socities Act by purchasing shares according to the grade of the municipality, the panchayat board and district board. If necessary the Government also may subsidise towards the share capital. This workshop can design and manufacture the equipment required for offices, hospitals, public health department, public works department, education department etc. The profits of the institution can be divided among themselves and be utilized for common good purposes. I trust this is not a difficult problem to be solved. This workshop can be located either at Madras or at any centrally situated place for supplying the equipments from the ready made stocks with common design and specifications.

P. C. THIMMAREDDI,
Chairman, Municipal Council,
GUNTAKAL.

"It is a rare privilege for a person to find himself in the position of a Municipal Councillor, but let me note down for you as man of some experience in public life that one indispensable conditicn of that privilege is that Municipal Councillors dare not approach their office from interested or selfish motives. They must approach their sacred task in a spirit of service".

—MAHATMA GANDHI,
the Father of the Nation.

MAURYAN MUNICIPALITIES

By

SRI G. V. SUBBA RAO,
"Goshti" Vijayawada.

In my message to the "Madras Municipalities," published in its Inaugural Number, I referred to the "Asoka Chakra" on our Ensign and added, "the Municipal Freedom and Glory of Pataliputra and other Mauryan cities must also be revived now for the benefit of our urban life in Free India" I am asked to expatiate on this statement and say a few words as to how this Municipal Government had flourished in those bygone times. And I do so with pleasure.

Before going to the Mauryan Municipalities, however, I would like to refer to two recent statements of two prominent persons, bearing on this subject of our Local Self-Government.

DASITE "SWARAJ"

Thus, in his "Outline Scheme of Swaraj," the great Desabandhu Chittaranjan Das declared :

"To form a scheme of government, regard must be had—

(1) To the formation of local centres, more or less on the lines of the ancient village systems of India ;

(2) The growth of larger and larger groups out of the integration of these village centres ;

(3) The unifying state should be the result of similar growth ;

(4) The village centres and larger groups must be practically autonomous ;

(5) The residuary power of control must remain in the Central Government, but the exercise of such power should be exceptional.

"Briefly, **a maximum of local autonomy** carried on mainly with advice and co-ordination from and only **a minimum of control by higher centres,** which "will have some special functions besides."

In the words of the illustrious Founder of the Swarajya Party, the above constituted the **fundamental principle** of Swaraj, which, alas ! has been mostly lost sight of, by those who have come to shape our constitutional destiny ; and no wonder that even the word "Village Panchayat" did not find a place in the original Draft of the Indian Constitution prepared by the Drafting Committee.

INDIAN DEMOCRACY

The second statement that I wish to refer to in this connection is from he illustrious Address of Prof. K A Nilakantha Sastriar, as President of the All India Oriental Conference held just the other day (3rd October) at Lucknow. Speaking on the foundations of our new Constitution, the erudite Professor thus says :

"I have often wondered if, in our new Constitution, we could not have made our village the unit—call of our body-politic and devised methods of associating the common citizen with the governance of the country more intelligently and effectively than by his being called upon to vote periodically for unknown candidates in enormous constituencies of an 'ad hoc' character. And the discerning observer will not fail to detect some incongruity between this way of working adult franchise with its prodigious electoral rolls and other handicaps of which no one has yet got a measure and the attempt to revive Village Panchayats proceeding in a more or less half-hearted manner in the different States of the Union."

Well! Several people have protested against this sort of riding rough-shod over the very foundations of Swaraj, including the helpless President of the Constituent Assembly himself and a humbler Me. But the road-roller rolled on. Hands were raised and lowered like so many unthinking automatons, **and our cherished local Self-Goyernment has been the first casuality in Free India.** Till another big change comes—I wonder if it can be less than a REVOLUTION — a Revolution of our essential values and standards at any rate — I am afraid, we have missed the bus; and all efforts at establishing "Municipal Freedom must prove as moonshine. Still try, we must, and leave the result to God—and Time."

MAURYAN MUNICIPALITIES

And now about the Mauryan Municipalities.

Pataliputra, as we well know, was its chief city. The Greek Ambassador Megasthanes has left a record of its imperishable glory. Situated at the junction of the Ganges and the Son rivers, the city was nine miles long and one and a half miles broad. All around the city there were wooden fort-walls and deep ditches. It is said that there were 570 battle-towers and 64 gate-ways. The gardens and the gold and be-jewelled palaces in the Fort were most charming Within the inner palace, there were gilded pillars; golden creepers around those pillars, and silver birds fascinating the eye. There were hundreds of gold vessels with a diameter of six feet. For administering this city, there was an autonomous Board or Commission of thirty members, divided into six committees of five members each. These committees worked after each of the following departments, namely, (1) the mechanical arts; (2) foreign residents; (3) registration of births and deaths; (4) sales, exchanges, weights and measures, and supervision of manufactured articles, and (5) collection of tithes on sales. A sixth committee worked after ports and shops.

Administration of other towns in the Empire followed that of Pataliputra closely. Every city was built according to a fixed plan. In every town there were broad streets, water-ways and residential areas according to their profession, creed and caste. For administering every

town, there was an officer called the **Nagarika**. He was discharging all those duties of a Modern Municipality, pertaining to the general welfare, health and public convenience of the townsmen. Cleaning of the roads and paths, protection against fire and water accidents, arresting the wrong-doers, and keeping an eye upon the movements of foreigners—were some of the duties of the **Nagarikas**

From the above it will be clear that the City Corporations of the Mauryan times were well built according to plan and strongly fortified ; and they were governed by autonomous heads and Boards. The **Nagarika** was not a mere figure-head, like our present-day, 'Sitters-on the Chair"—as I said once every blessed councillor does so, and no one sits on a bench. He was practically the Governor of the locality. Among the powers enjoyed by these Corporations, it will be observed that the foremost place was given to the reception of distinguished visitors from other countries, which unlike now, was not entrusted to Welcome or Un-welcome Hotels and Restaurants, but was made part of the State's duties — and an essential one at that. No wonder that the names of Asoka Maurya and Chandragupta reverberate in the far corners of the Earth even to day. Secondly, improvement of arts and crafts was a primary concern of these Corporations. Then it will be quite interesting to find that the tax on the sale of goods which Mr. C. R. had first introduced in this Presidency to meet the Prohibition deficit was a well-known tax in Mauryan times. The rate charged was one-tenth. But unlike now the towns themselves had the benefit of the tax; and what a far-cry it will be if our Municipalities demand a moiety of the sales-tax to augment their own resources! Again, is it not curious that these Corporations had control over Fire and Marine accidents in those ancient times ? And what is most surprising, the Nagarika had police powers—an authority which we cannot perphaps dream of in our present-day Local Administration.

WHAT A FALL!

The late Andhra Ratna Gopalakrishnayya, of Chirala-Perala fame' who pitied his whole soul and energies against the present Municipal Administration, described the existing order as "PAANAA PAANA PARIPAALANA" (पाना पाना परिपालना) i. e. the administration of water-supply and sewage and drains. In a humorous Telugu verse, he twitted these Municipalities as based on an immobile illusion, involving begging methods (for votes); inspired by ever-growing wants (**Raaga**) instead of by a lofty **Thyaaga** (Sacrifice); and are the result of an unholy alliance of the Angleya and the ignorant people of the 1921 regime. From the order of the Pataliputra glory to the stink of the 1920 Borugh-Municipalities—

What a fall is there ? My Countrymen ?

CIVIC RECEPTION

TO MADRAS GOVERNOR AT KODAIKANAL

"Unless we are prepared to sacrifice some of our own smaller comforts where necessary, for the good of the greater entity and conform to those rules of civic behaviour which are laid down for the good of all we cannot expect to be good citizens. And if we are to be good citizens of the country, we have to learn first to be good citizens of our towns," observed His Excellency the Maharaja of Bhavnagar, replying to the civic address presented to him on September 19th by the Kodaikanal Municipal Council. Her Highness the Maharani of Bhavnagar was also present.

The function was held at the Jayaraj Hall a spacious community centre constructed with the munificent donation of Mr. S. G. Jayaraj Nadar. a prominent businessman of this place. Approaches to the hall were gaily decorated and spanned with welcome arches while school students lined the route and cheered as the Governor and the Maharani drove to the hall which was also fittingly decorated for the occasion. His Excellency and Her Highness were on arrival received by Mr. J. Thangadorai, Chairman of the Kodaikanal Municipal Council. Mr. M. M. K, Mohamed Nainar. Vice-Chairman, and Mr. J. Doraisami, Commissioner. were introduced to the distinguished visitors who were then conducted to the dais inside the hall where the municipal councillors were introduced to them.

KODAIKANAL'S NEEDS

After prayer, Mr. Thangadorai read the welcome address and presented it, enclosed in a casket. He pointed out that the water supply, designed 40 years ago to meet the needs of a population of 3,500 was at present inadequate for the town's population, which during the season averaged 18,000. While the municipality was ready with finances to improve and expand the water supply system, the scheme therefor was still awaiting Government sanction. The address also requested sanction for levying a tourist tax to enable the Council to meet the enormous cost for maintaining properly the network of 40 miles of roads in the town or, in the alternative, prayed sanction, of a block grant for the purpose. Concluding, the address urged the necessity for inclusion of Kodaikanal as a tourist centre.

His Excellency thanked the Council for the warm welcome accorded to Her Highness and himself and said. "In your address, you have mentioned one or two important points, mainly relating to your water supply and to the maintenance ef your roads. These are questions which are of universal importance in every municipality. though I must confess that this is the first occasion that I have heard a municipality asserting that it has sufficient funds at its disposal for its water supply scheme. I assure you that I will put this and other requests of yours before my Ministers and I am sure the requests will receive every consideration at their hands,!

"It is not surprising that these questions should loom large in a growing town like this, one especially which we hope to make a tourist centre of great attraction. This region has many natural beauties to boast of and I trust sincerely that your plans to develop tourist activity in this town will prove successful in every particular. The Government of India, as you know, have been taking keen interest in the development of such tourist centres and have recently announced some of their plans on this subject. At the same time, I would like to point out that a great deel depends upon the citizens themselves. It is of importance that you should impress on your townsmen their duties and responsibilities in matters of civic behaviour. Not only does the municipality owe the citizen a duty, he in his turn owes it a great deal for the various comforts and amenities with which he is provided—healthy surroundings, water supply, protection from diseases, and various other amenities which go to make up the corporate life of town. In return, for these, he has to observe certain rules of civic behaviour—rules which I am afraid we are still a good deal behind hand in learning. Every citizen has, as much as anyone else to maintain the cleanliness of the town and observe ordinary sanitary precautions. He must not dump refuse on the streets nor deface public buildings and he must use our recreation grounds and our libraries and reading rooms in such a manner as to cause no inconvenience to others These are matters which may appear trifling but it is these trifling everyday observances that can make all the difference between a happy society and an unhappy one.

"In some towns, especially in the West the idea of such civic consciousness is so highly developed that there is no need to enforce penalities and the matter is left to public conscience. It is this same ideal which we should strive for and I would appeal to all our municipalities to impress the importance of rules of civic behaviour on their citizens. To school teachers especially, I would appeal to instil in their pupils a civic sense and give them proper training in that direction. We now teach them the story of the town, its industries, its development and similar subjects. This is very right and proper, for it fosters the necessary spirit of pride in being citizens of such a town. But, along with this, we could very well combine a lesson in their duties and responsibilities, without which they cannot make good citizens. For, unless we are prepared to sacrifice some of our smaller comforts, where necessary for the good of the greater entity and conform to those rules of civic behaviour which are laid down for the good of all, we cannot expect to be good citizens and, if we are to be good citizens of our counfry, we have to learn first to be good citizens of our town."

Fr. Savariyar proposed a vote of thanks, and the National Anthem was played by the students of the highclerc school (a local school for Americans).

No Abolition of Commissioners' Post

Hon'ble Sri P. S. KUMARASWAMI RAJA,

Chief Minister, Government of Madras.

Presiding over the Diamond Jubilee Celebration of the Palayamkottai Municipal Council on September 17th Mr. P. S. Kumaraswami Raja, Chief Minister of Madras, referred to the report of the C. S. Ratnasabapathi Mudaliar Committee on the re-organisation of municipal councils and the amendments to be made in the District Municipalities Act and said that he was not sure that the Government would pass orders on the report before the elections.

The Chief Minister, after congratulating the Municipality on its completing 60 years of service, referred to the clamour of local bodies especially municipal councils, to be vested with more power. Objection was taken by some people even to the functioning of municipal commissioners. This was a controversial question. Taking into account the reports he was receiving about some municipalities, he was afraid of vesting more powers in the elected members in the councils.

Referring to the existence of the political party system in the municipalities, the Chief Minister said that, though they could have the party system for the purpose of elections, after the elections, they must forget party spirit and function as one unit. On matters in which they had doubts and could not consult the Government's views, they ought to consult the Collector. Further if they, non-officials went wrong it was the duty of the Commissioners to draw their attention and show where they were exceding their limit. That was his abvice to civic bodies in general. he said.

Mr. P. S. Subramania Pillia read messages, recived from the Governor of Madras, and Messrs. C. Rajagopalachari, N. Gopalaswami Ayyangar, K. Chandramouli and M. Bhaktavatsalam.

The Chief Minister presented on the occasion Mr T. V. Ramachandra Aiyar of Thimmarajapuram, the District Cup for the paddy yield competition for 1950-51, for having produced 8,258 lbs. per acre in his lands in Nainarkulam ayacut in Tirunelveli Town. Mr. Ramachandra Aiyar was also the winner of the Tirunelveli taluk prize. The Minister also gave away a silver cup to Mr K. Subramania Pillai of Tirunelveli Town for the help he had rendered in detecting a breach of trust case in Veerakeralampudur Police station limits, 'a gold medal to Mr. T. V. S. Hameed, a photo studio proprietor in Tirunelveli, for his photographs printed in the Souvenir which the Council had published in connection with the celebration, and also a purse of Rs. 250 on behalf of the Thiruvaduthurai Mutt, to the School for the Blind at palayamkottai.

The Chief Minister said that Municipalities and local bodies were the training ground for administrators, and so they should be run on sound and efficient lines.

Referring to the demand for the abolition of post of Municipal Commissioners, Mr. Kumaraswami Raja said, previously there was a system whereby there were no Commissioners to do executive work The administration was carried on by the Councils. The need for appointing Commissioners arose because the then Government felt that it was necessary to have Government control over Municipal Administration.

The Chairmen of Municipal Councils wanted Commissioners to become Municipal servants, and to leave entire powers with the Councils. The Committee with Mr. C. S. Ratnasabapathi Mudaliar as President, which was appointed to go into this question had submitted its report to the Government. The Government had not taken any decision on the Report, Mr. Kumaraswami Raja said, and added that he was himself in a dilemma as to whether Commissioners were necessary or not. He had not yet become courageous enough to say there was no need for Commissioners.

Mr. Kumaraswami Raja said he was not able to come to a conclusion on this point, as he was afraid to take a decision, at present. He might even perhaps leave it over until after the general elections. He did not like to disturb the present system just for the sake of a few Municipalities where the commissioners' presence might be a hindrance.

Mr. P. S. Subramania Pillai, Municipal Chairman, welcoming the Chief Minister said that this Municipality was 85 years old.

The Chief Minister later opened the Municipai Exhibition.

Vijayawada Accords Civic Reception to Madras Governor

H. E. ASSURES CAREFUL CONSIDERATION OF RATNASABAPATHI MUDALIAR COMMITTEE RECOMMENDATIONS.

The assurance that the recommendations of the Ratnasabapati Mudaliar Committee on the reorganisation of municipal administration would be carefully examined by the Government was given by H. E the Maharaja of Bhavnagar, Governor of Madras, replying to a civic address presented to him by the Vijayawada Municipal Council on October 24th last.

H. E. the Governor and the Maharani of Bhavnagar, accompanied by Mr. P. M. Nayak, Collector, Mr. Pinto, D. S. P., Major C. S. Reddi and Mr. P. Govinda Nair, arrived at the Laxmi Talkies at 12 noon, where the civic address was presented to the Governor. On arrival they were received by Dr. T. V. S. Chalapaty Rao. Chairman of the Municipal Council, and Mr, K. Bhavanarayana Sreshti, Vice-Chairman,

Dr. T, V, S, Chalapaty Rao read the civic address. The Councillors were introduced to His Excellency and the Maharani Saheba.

The Governor in his reply to the address said; " I know that you have planned programmes for dustless surfacing of roads, improvement of water supply, drainage schemes, development of educational and medical institutions and provision of a mobile dispensary for the service of the poor. I have been reminded in your address of the distant and recent historic past of this great town. I feel confident that this rich heritage will inspire you to fully implement at an early date, these planned programmes. As you are proud of the past, let your children be proud of your achievements in this town.

"While on this subject may I urge upon you the importance of impressing on the citizens, their own duties and responsibilities to the town, especially in the matter of their civic behaviour. No doubt the municipality owes a duty to the citizens, but they in turn owe a great deal to it for the amenities provided. If every citizen takes care to maintain the cleanliness of the town, observes the ordinary sanitary precautions and uses the play grounds, libraries, parks, roads etc . in such a manner as not to cause inconvenience to his fellow citizens, there is no doubt that it will contribute to the happiness of the society and the health and beauty of the town. I was greatly impressed by the sense of civic consciousness shown by the citizens in the town. They are so much alive to their civic duties that there is no

H. E. THE GOVERNOR OF MADRAS, Maharaja of Bhavnagar.

replying to Civic Address presented by Vijayavada Municipality

Dr. T. V. S. Chalapati Rao, Chairman, Vijayawada Municipal Council, Sri P. M. Naik, (District Collector) Sri C. J. P. Pinto, D. S. P., also may be seen here.

need to enforce any penalties. I would appeal to you and to similar councils elsewhere to impress upon the citizens these rules of civic behaviour. The teachers can play an important role in this respect by instilling a sense of civic duty in the pupils. We cannot be good citizens of our country unless we learn first to be good citizens of our towns,

LET US BE WORTHY OF OUR HERITAGE

I also take this opportunity to remind you that we are on the eve of a great contitutional event. The biggest democratic election ever attempted in the history of any conntry will be an accomplished fact in our own country before the close of January 1952. It is admittedly a gigantic task but it is by no means beyond our abilities. I look to you, as leaders of the public, to bring to bear your moderating influence on the masses and to fully co-operate with the officials to ensure that the forthcoming elections are peaceful, fair and free. In the conduct of these elections let us establish traditions for fair play and respect for law and order, for without the basic essentials of law and order no democracy can be a success. Believe me such traditions are inestimable and beyond praise. We have a rare opportunity of making world history. Let us seize it. Let us be worthy of our heritage and the sacrifices of those who fought for our freedom. Let posterity be proud of us.

Dr. Chalapathi Rau proposed a vote of thanks.

FULL TEXT OF THE CIVIC ADDRESS

The following is the full text of the Civic Address presented to His Excellency, Commodore Maharaja Raol Shri Krishnakumarsinhji Bhavsinhji, Maharaja of Bhavnagar, Governor of Madras and to Her Highness the Maharani Saheba of Bhavnagar by the Vijayawada Municipal Council on 24th October last:—

To-day is a red letter day in the annals of the history of Vijayawada. For the first time Your Excellencies have been pleased to honour this ancient and historic city by your visit. On this unique occasion the Municipal Council extends to Your Excellencies a most hearty and cordial welcome.

This city is historic not only in the distant past but also in the recent history of the country's struggle for political freedom. It is here that in 1922 the historic session of the A. I. C. C. was held and the famous Khadi resolution was passed. It is here that one of the earliest anicuts was constructed across River Krishna to convert this part of the country into one of the granaries of South India. It is here that Arjuna of Mahabharat fame was blessed with Pasupatastra after a severe penance on the majestic Indrakiladri Hill on the western side of this town. Goddess Kanakadurga, the presiding deity of this part of the country was pleased to settle on this hill selecting it as her abode.

In these days of revolutionary changes it is indeed the singular privilege of Madras State to have the popular Maharaja of a progressive State as the first Indian Governor. Your Excellency's appointment to this State as the Supreme Head of the Government has obliterated the so-called physical division of the country into north and south by Vindhyas. Your Excellency is a champion of democracy. Your Excellencies have endeared yourselves to the people of this State in a short time by your friendly and sympathetic attitude towards the poor and the down-trodden. Your Excellency's timely and frequent tours in these days of stress and acute food shortage to study the problem at first hand not only in towns but also in many remote villages and the outright statements made thereon reveal your love for service and truth. Several institutions which have set before themselves the ideal of Philanthrophy of social service like the eradication of illiteracy and ill heallh have had the good fortune of receiving your Excellencies' distinguished patronage and blessings. Your Excellencies' interest and efforts for the revival and promotion of ancient arts and culture are universally appreciated.

That your Excellency is an ardent and silent follower of the Father of the Nation, Mahatma Gandhi, is obvious from the fact that you have endowed a vast extent of land and large sums of money in your State for the establishment of a University for propogating the principles of that Great Departed Leader of the world. That Speaks volumes of your faith and confidence in Gandhian Philosophy and dedication of your life for the service of the poor. We pray for the success of your excellency's efforts in that behalf.

The services of Her Highness for the social, literary and medical welfare of the poor people of this State, particularly for the establishment of several Cancer Clinics throughout the State, have earned her the eternal gratitude of the people in general and the women in particular.

Time and again it is said by all eminent men including the Prime Minister of India Sri Jahwarlal Nehru and Your Excellency that the Municipalties are the foundations and nursaries of Democratic Governments. Yet, the place that is given to them in our Sovereign Republic is unenviable. They are still governed by rules and regulations framed by British rulers. There is neither semblance of Democracy nor autonomy though they were elected by the same electorate who elected the Legislators. They are reduced from Local Self Government to a mere department of the state Government. The elected Council and the Chairman are responsible to the people while the Government appointed Executive Authority is responsible to the Government. The existence of this kind of diarchy is hindering progress instead of promoting it. On

the top of this, the prior sanction of the Government is required for the execution of most of the resolutions of the Council. Consequently they are not able to serve the people efficiently and satisfactorily for which they have been elected and have therefore unfortunately become the victims of unwarranted and unfair criticism from all quarters.

It is gratifying that Your Excellency's Government appointed Ratnasabapathy Mudaliar Committee in response to the representations of the Chamber of Municipal Chairmen to advise them on the reform of Municipal Administration. The Committee presented its report to Your Excellency's Government more than a year back While we were eagerly expecting that Your Excellency's Government will present a bill in the Legislature on the basis of the recommendations of that Committee, the recent pronouncement of the Hon'ble Chief Minister Sri P. S. Kumaraswami Raja at Palayamcottah is disappointing. He said that the Government is not going to take any action on the Committee's report. In such a case, we fail to understand why a committee was constituted at all? We appeal to Your Excellency to be pleased to accept the recommendations of the Committee and democratise Municipal Administration.

Despite such limitations, you will be pleased to know that the Council during the past four years planned programmes for the dustless-surfacing of the roads, the improvement of water supply, the development of more medical and educational institutions, particularly a mobile dispensary for the service of the people in slums, and under-ground drainage. The first year programme of the dustless-surfacing is completed, the second year programme is under way for completion and the third year's programme is taken up The drainage and water supply schemes are ready and are awaiting the sanction of the Government. A third High School and a Middle School for girls are opened. A School of Arts and a School for Blind will be opened this year. The Council sought the permission of the Government to float a loan of Rs. 15 lakhs in the open market for the development of an ideal park on the spacious banks of River Krishna and for providing cheap houses for the poor and middle classes at a cheap rent, besides building its own offices and a big cloth market. With your blessings and the support of Your Excellency's Government and the people, we hope to serve our citizens by implementing the above programmes.

May Your Excellencies live long for the service of the Republic of India!

Municipal Government in Madras State

BY

SRI C. NARASIMHAM,

Commissioner, Corporation of Madras.

The object of Municipal Government is the doing of everything necessary or conducive to the safety, health, convenience or education of the citizens. While the quality of service which a municipality provides is influenced greatly by the Acts, bye-laws rules and regulations in force, its proper functioning must undoubtedly rest on the strong foundations of an enlightened public opinion and civic sense among the citizens. It is therefore necessary to ensure that the machinery of local self-government is so framed as to ensure efficient administration while giving at the same time full scope for the free expression of the popular will. Municipal advance in any democracy can be achieved in only one way viz, by the realisation on the part of the citizens of what should be the ideal of Municipal government. No matter how progressive and enlightened an administration might be, it could not advance any farther along the path of municipal progress than the electorate was able or willing to sanction. Therefore, a sine-qua-non of real municipal progress is the enlightenment of the electorate itself.

Unfortunately municipal administration suffers from lack of wide publicity and consequent ignorance on the part of the electorate. Municipalities as they are functioning to-day in our province are not fortunately so bad as they are generally taken to be nor are similar institutions elsewhere so good as they are described to be. Owing to the failure on the part of municipalities themselves to educate the electorate by the dissemination of correct information on various civic matters which the public ought to know in order to judge things for themselves and form their opinion they are subjected to undeserved criticism. Wherever some people collect it is common to hear adverse criticism on some aspect or other of municipal government. If municipal administration is generally despised at, the reasons for it are not far to seek.

Why Municipalities are looked down upon by the public ?

1. The jurisdiction of a municipality is limited and the entire population which it seeks to serve is concentrated within a small area. Consequently the faults and defects in any municipal administration are immediately broadcast over the whole area.

2. Municipal administration touches more people at more points more frequently than any other branch of public service. There are therefore, more occasions for the public to frown at municipal administration than in the case of any other public institution.

3. Municipal administration is in charge of essential public amenities like water supply, drainage, lighting, conservancy etc. Failure of any one of these services is noticed at once by thousands of people. Naturally their annoyance at the inconvenience thereby caused will be great.

4. Social service leagues, Welfare associations, Civic centres and the like take up the cause of rate-payers, complain, agitate and, if need be, fight out on their behalf.

5. Municipal service is in essence social service and like any such service it is bound to be unpopular until prejudice dies down and people become more accommodating and tolerant.

6. Municipalities do a lot of things which are generally unpleasant to the public. The citizen is hauled up before a criminal court for failure to report a death or a birth or a case of infection or for violation of any sanitary laws, neglect to keep his own house in good repair or default to send his child to a recognised school etc. There are also other acts of commission such as encroaching upon municipal property or putting up unauthorised structures etc., which also bring endless trouble to the rate-payers.

7. Municipalities are not only spending bodies but also tax gatherers who are more dreaded than death! They gain unpopularity every time a new tax is imposed or an old tax is enhanced or the collection of taxes in general is made rigorous.

8. There is unfortunately some patronage in the hands of municipal authorities with regard to appointments, allotment of tenements etc. Patronage makes for unpopularity - attachment where there is appointment or allotment and detachment where there is disappointment.

9. Most of the members of the municipal staff remain in service, some in the same capacity, for over 25 years or more. As familiarity breeds contempt, the popularity of such members suffers year by year as also their efficiency.

10. The Municipal council hall is generally used as a forum not only for ventilating grievances but also for criticising the municipal administration. Weaknesses are exposed and faults magnified ; good work is rarely, if ever, publicly recognised. The citizen, therefore, hears more about the dark side of municipal administration and very much less of its bright side.

11. Local bodies in general are more responsive to public opinion than other public institutions and organisations. This is to some extent responsible for the increased number of complaints.

12. Poor resources and the consequent inability to provide some of the essential amenities and to maintain existing amenities at an efficient level are to some extent responsible to bring municipal administration to ridicule.

13. The public become so accustomed to the services which a municipality performs that they hardly realise their importance and even look upon them with a certain degree of indifference.

It is no wonder that for these and other reasons municipalities are generally looked down upon by the public.

Accommodating Surplus Population

The Corporation of Madras in common with other municipalities is faced with various difficulties. The city and the towns are over populated. The number of houses is pitifully less than what is actually needed to provide accommodation for the population. The progress of additional housing did not keep pace with the growth of the population. Consequently, the city and the towns are suffering from population-pressure. Population pressure like blood pressure is curable by population-letting, that is providing accommodation for surplus population. In various cities in the world this is done by developing suburbs contiguous to the large cities. These helped for the time being but later made matters worse Services in the city proper such as water supply, drainge etc. were overstrained. This was, therefore discarded and the modern method of tackling over-population is based on the principles of de-congestion and dispersal. The surplus population is dispersed and settled atleast 20 to 30 Miles away in satellite towns and between the city and the satellite town the entire area is retained as an agricultural belt which should not be built upon.

Difficulties of Municipal Services

In almost all city municipalities the water supply system which were designed for a lesser population than their present figures are overstrained by the sudden growth in population. The underground sewers are surcharged in many parts of the towns which are sewered. The daily collection of refuge has more than double in most of the towns while the arrangements for transport still continue to be inadequate. Materials are still difficult to procure and are very costly. Labour is equally costly and difficult to control. The high cost of food stuffs and the meagre rice ration have tended to reduce the vitality amongst the poor who cannot supplement their rations by other non-rationed articles of food. Their power of resistence to disease has gone down and consequently the responsibility of municipalities in the matter of prevention of diseases has increased. Municipal services are being carried on in this context. Those who fall to understand the difficulties with which municipalities in general are faced and analyse them in their proper perspective cannot look upon municipal administration with any sympathy.

Without such understanding and sympathy it will not be possible for the citizens to assist the municipality to maintain its services efficiently and to enjoy them properly and to create a healthy social environment in which men, women and children will thrive. It is therefore, the duty of the municipalities as also of the enlightened citizens to educate the public and to create a real interest in municipal affairs and to raise their civic conscience.

The first task of the Municipal Councils

The first task of municipal councils is to realise that they should talk less and do more. Various schemes and proposals concerning the safety, health, convenience etc. of the citizens come before the Councils for sanction. We are in an age of speed. People, therefore, value time, and time is rationed for various tasks by the leading citizens. People, therefore do not tolerate delays and expedition should be the watch-word of every municipal council. For quick execution speedy despatch of business is very necessary. This is possible if members speak only when they have something to contribute to the discussion on the subject under consideration and not otherwise.

As far as possible, the business of a municipal council should include only subjects which pertain to municipal administration. If the time of a municipal council is taken away by matters which do not come within the purview of municipal administration those that pertain to its administration naturally get delayed. When the Government was not of the people and when there was a conflict between the interests of the Government and that of the people there might have been some justification for municipal councils to discuss matters of vital interest to the nation as a whole, but when today we are having our own Government when both the Government and the municipal bodies seek to serve the interest of the same people there is no need to take up such matters for discussion in Council Chambers.

It is well recognised that Municipal service is in essence social service and without the full and willing co-operation of the citizens it will not be possible to achieve good results. The Councillors are best fitted to secure this co-operation. The Council should, therefore, explore all possible means of securing such co-operation. Municipal councils have no unlimited resources and consequently their finances are always inadequate to meet their growing needs. This aspect has to be fully appreciated by the Councillors first, for, it will not be possible to meet the requirements of all the divisions or wards in any single year and it will, therefore, be necessary to have a scheme of priorities in respect of the needs of each town as a whole. This will ensure each municipality doing first things first and that according to an approved plan.

Duty of the State Government

If municipal administration should be efficient there should be a sympathetic and intelligent understanding between the municipal government

and the provincial government. Their authority and their revenue spring from a common source—the people. The work toward a common end—the well-being of the people. There is, therefore, no difference between the interests of the municipalities and those of the State. Municipalities must be assigned sufficient revenue to finance the activities required of them by law. The amount of revenue they need should be determined by the extent of their responsibilities. This revenue problem is of national concern and should form part of any national programme.

Municipal officials must command and receive Public Respect and Recognition

Municipal government and municipal officials must command and receive public respect and public recognition. Man does not live for bread alone. This should be fully realised if municipal employees are to evince keen interest and to sustain good work. Praise should be given wherever it is due and criticism must always be well informed and moderate. If the public want good public servants it must remember that public respect for municipal government and for public employees will induce the best qualified people to enter municipal service and remain in it. Municipal administration must be conducted at the lowest possible cost consistent with the number of activities and the standards of service which the citizens require. Many elements, including inflation affect the cost of municipal administration but these must be understood by the public and municipal officials as well.

Neither Democratic Nor Humanitarian

Beauty is one of the most edifying factors in human development but a manifestation of beauty to be enjoyed by the few while the many are still suffering from improper housing and indecent living conditions is not a democratic or humanitarian ideal. The chief warning that seems to be needed by all towns and cities in getting them on their march upward is that until more attention is devoted to the more obscure phases of social welfare work, less money should be spent on the more showy aspects of city improvement.

HIGHWAYS ROADS IN MUNICIPAL LIMITS

Sri P. L. Doraiswami Raja (Municipal Chairman, Rajapalayam.)

Our town, Rajapalayam (recently declared as City) was constituted into a Municipality on 1st October 1940, when the main Madurai-Tenkasi Road and Tirunelveli Road were in possession of this Municipality. It is a road with intense and heavy traffic throughout day and night and it runs north to south through the city in the midst. This is a chord way to travellers from Madurai to Tenkasi and to Courtallam and thereby its importance has increased more. The length of this road within the municipal limits is about two miles and it was only a metalled road uptill 1941-42. The another equally important road viz, Tirunelveli road branches off from the former road in this city. Thus Rajapalayam is a strategic point in the land route in this side connecting two Railway Junction Towns of the Tirunelveli District with Virudhunagar and Madurai, the important town of Ramanadhapuram District and the important City of Madurai District respectively.

A proposal was taken up to provide dustless surfacing with cement concrete to the Madurai - Tenkasi road within the municipal limits from 42/3 to 43/2 to avoid dust nuisance and to save the surface of road from the heavy traffic for a longer period. An estimate for Rs. 20,000/- was prepared and approved by the concerned authorities. The Government also were pleased to sanction 50% grant of Rs. 10,000/- and the work was commenced and completed in 1942. It took a time of six months and so far the road is maintaining its strength.

In the year 1945 or so the Highways Department have taken over charge of these two roads from the Municipality and till to-day these two roads are under the control of the Highways Department. The main reason for taking up the road under their control was stated to be that the roads within the Municipal limits are bottle-necked and that they should be widened wherever necessary and maintenance and improvement works can be turned out more efficiently than the Municipality. Six years have passed but the roads are still as they were at the time of taking over charge except the deficiency due to ware and tare during these years. Neither the road was improved nor its maintenance was attended to in any of the years passed. Within the Municipal limits on either sides of the road throughout the main bazaar area and especially from the new bus stand to Government Hospital there is a great depression which at times may give room to heavy accidents as the width of the cement concrete surface is so narrow that conveyance from both sides cannot easily pass through. These facts were brought to the notice of the Highways Department many times. Another case is in the other road namely Tirunelveli Road. In the turning of this road to south there is a culvert. On both sides of this culvert there is a bit

deep Odai. Simulataneously both conveyance and pedestrian traffic cannot safely pass it due to the depth on either sides of the culvert as the width of the bridge is very narrow. This also has been pointed out to the Highways Department. Besides general improvements and maintenance works of these roads these two important works have not been attended to by them for the last five years.

At last on a memorial presented to the Hon'ble Minister for Public Works, Government of Madras, it was requested by the Council that the Government may be pleased to direct the Highways Department to attend to these urgent works immediately. It seems the Highways Department were duly instructed by the Government. After such a move and presssure they got up and threw their look in this direction. Even after such goading efforts they demanded for a contribution from the council for these works amounting to one fourth of the cost i. e., about Rs. 23,000/- The Council readily agreed to bear the same. A year more has passed. But no symptom is seen from their end for taking up these works, yet. Here stands the matter still.

Another thing to be pointed out here is that the cement concrete is only for about one mile two furlongs and not to the full length within the municipal limits. So the remaining portions within the Municipal limits are yet to be provided with dustless surfacing of cement concrete road to widen the road as they are now very narrow. This was also represented to them many a time. Almost all the Hon'ble Ministers have visited this city. Lastly. they informed that this will be taken up soon But subsequently it was not included in the programme of works for the last year as seen from the Divisional Engineer's letter to the Superintending Engineer insisting the urgency and necessity of the provision of the dustless surfacing to the remaining portions of the road. It is also learent now, that it was decided by them that it will be enough to provide tar for the remaining portions for the present. This too was not upheld as the latter state of affairs reveal. It is understood that mere metalling only will be done during the current year. This is their final (!) decision. How far this is final decision, I am afraid, to say from the precedences.

I cannot also say that, is it for such an improvement and maintenance only, the roads have been taken up under their control. The road, with stagnated rain water and mud in all its pits and depressions gives an aweful appearence. Is it for such efficiency these were taken over from Municipality? The Municipality, if continued to have these roads under their control, though young and slender, its financial aspects and resources, I dare say, would not have left these roads to such a condition. It is because that these roads were taken up by the Highways, that these important roads cannot be more well maintained by the Municipality with its slender financial resources than the Highways. But to-day what we see is to the contrary. If this is

the condition of all the roads within all the municipal limits taken up by the Highways, then it is just and reasonable to agitate to vest all such roads again with those respective municipalities, the financial strength of which can bear the cost towards the roads. This is only an instance to show, the more or less an unnecessary interference of Government, with the local matters.

It is the fundamental principle of the forward nations of the present day world to vest the local funds with so much of maximum responsibilities and powers that they can be able to manage and afford, the time to time and day-to-day needs and necessities of the local public and thus mininimising the burden of the Central and State Governments so as to utilise their whole time and strength to the more important features of administration. Our Government are still stringent to turn up their ears to this principle adopted by almost all forward nations of democratic world.

Ambition

I would rather be first man in a village than the second man in Rome.

—Julius Caesar.

The True Politician

To keep a balance between the power acquisition on the part of the subject and the demands he is to answer on the part of the State is the fundamental part of the skill of a true politician.

—Burke.

The welfare of the People, The Ruler's Duty

There is no greater duty than the promotion of the welfare of the people.

—Asoka.

Local Government in Britain

Local government, as described in this article, may be defined as government by elected local bodies charged with administrative and executive duties in matters concerning the inhabitants of a particular district or place and vested with powers to make by-laws for their guidance.

In Britain, there has never been any clear line of demarcation between local government and central government. The division of powers and duties has been effected in the first place not by legislative provision or Ministerial regulation, but by compromise based on principles gradually worked out during a long and continuous process of evolution (Except in Northern Irlend, where no comparable process developed) which culminated at the end of the nineteenth century with the establishment of a local government system based on a conception of popularly elected councils. This conception still holds good today.

The first forty years of the present century and particularly the twenty years between the two wars, were years of development in local government activity. The increase in and expansion of public services designed to improve living conditions for ordinary men and women, e. g., services for health, education, housing, etc., meant a coresponding increase in the responsibility of local authorities, upon whom the great part of their management devolved. The wide range and scale of local authority prevailing in local government gave comunities of every kind the opportunity to shape their affairs according to their needs, and a number of social experiments were launched, some of which had far-reaching effects and were subsequently adopted by the Central government for national purposes.

Since 1945, the trend towards expansion in local government in its existing form has been halted and in some ways reserved. War and post-war developments inevitably caused a break in the hitherto accepted order of things ; and in the present reorganisation stress is laid rather on the need for finding the most convenient administrative unit for each particular service or branch of a service than on the need for making use of administrative units that are already there. As a result, several services which in the past were run in part by local authorities such as gas, electricity transport, hospitals, etc., have been reconstituted and transfered for management to regional or national boards.

Alterations in function of this kind have naturally given rise to disscussions on the future of local government as a whole, and in particular on the need for a measure of structural reform, but so far, no definite decision has been reached. The Local Government Boundary Commission, which was set up in 1945 with powers to review and alter local government

boundaries, found that its work was 'unrealistic,' since changes in boundaries without corresponding changes in status could serve no useful end; it was dissolved in 1949. The present position seems to be that while reorganisation is required and desired, it must wait upon a common opinion as to exactly what form it should take. In the meantime local government continues to work along traditional lines, secure in the conviction that whatever reforms are finally agreed upon, its fundamental vitality will be preserved.

HISTORICAL BACKGROUND

The history of local government in England and Wales can be traced back to the Saxon period, when Britain was not yet unified as a nation, and government was carried out independently by the freemen of the shires, the hundreds (which were combinations of several neigbouring townships) and the individual townships, which have their counterparts in the counties, districts, and parishes of today.

Feudalism

The Norman Conquest was followed by the unification of England under a single Crown, and the beginnings of centralized control. Some of the civil institutions of the Saxons were abolished, but the majority were adapted to the new regime. The authority of the Crown was paramount, and the Sheriffs, as representatives of the Crown, became the focal point of local government. They presided over the county courts, which were composed of all the freemen of the shire; they were represented by the bailiff at the hundred courts (which were allowed to continue in operation); and controlled the single townships or vills by the 'sheriff's tourn', when twice annually the sheriff attended the hundred court at which the vills were represented.

The two local government institutions existing at this period were the ecclesiastical parishes and the manorial courts. The manorial courts were ruled by stewards as representatives of the Lords of the Manor, who had often acquired rights from the Crown, which enabled them to administer local government independently of the sheriffs. The decisions of these courts were executed by bailiffs, who were sometimes known as 'major-bailiffs', or 'majors', from which is derived the title of 'mayor'.

Immediately after the conquest, a great many of the ancient Saxon burgs were swallowed up by the manors; but as commerce and industry developed, a number of them grew strong enough to free themselves from the feudal hierarchy. They, and some other towns with increasing populations, managed to secure trading privileges and autonomous powers of administration partly from the Lords of the Manor, but principally from the Crown by means of Royal Charters. In this way, they gradually became more or less self-governing boroughs, beyond the reach of either sheriff or manor, and subject only to the Crown.

Justice of the Peace

The decay of the feudal system during the fourteenth century led to further changes; and as the authority of the sheriffs declined and the manorial courts fell into disuse law and order became increasingly difficult to maintain. The growth in importance of the lesser gentry and their increasing influence and experience in local affairs, led the Crown to devise the expedient of appointing a number of country gentlemen of substance and standing in each county as Justices of the Peace, with authority to try offences locally and to keep order. At about the same time, the parishes which had hitherto been purely Church divisions ruled by vestries began to emerge as units of local government, supplanting the village and manor in this respect.

By the sixteenth century, local government had been reorganized on the basis of the vestries, with the justices as representatives of the Crown. Control from the centre had been greatly strengthened by the establishment of a judicial committee of the Privy Council (which lasted for about fifty years) to exercise strict supervision over the justices and their work.

Vestries and Poor Relief

Against this background, the functions of local government were broadened. Up till that time, the principal function of the local inhabitants had been road maintenance, for which they had been responsible since 1555. Now they were also made responsible for the relief of destitution in their areas by the provisions of the Poor Relief Act of 1601. Each vestry was empowered to levy rates for this new service and was required to appoint unpaid officers to carry out the executive work. Administration was in the hands of the justices, who also acted as a court of appeal for the parishes in their areas, either separately or in quarter sessions to which problems affecting the country as a whole were also brought.

Ad Hoc Authorities

From the time of the passing of the Poor Relief Act, until well into the eighteenth century, the development of local government was slow. Central control was substantially weakened during the seventeenth century first by the Civil War and subsequently by the abolition of the Star Chamber; and after the revolution of 1688, it virtually disappeared. From then on, the justices were left as absolute rulers in their districts, exercising both legal and administrative supervision, except in the chartered towns. Their main concern was, however, with the legal side of their duties, and 'county business'—for which they were allowed no paid assistance—was relegated to second place. Meanwhile, in the towns, the corporations became increasingly exclusive; and their main activity was the administration of municipal funds, as often as not to their own advantage. Neither justices nor corporations showed any great interest in the problems that

had arisen from the rapid spread of industry and commerce; and when these problems thrust themselves so strongly upon the public as to demand greater activity, the method usually chosen was to create a special body and to give it power to raise rates to meet its expenses. Thus local government became a chaos of areas, bodies and rates, incapable of dealing satisfactorily with the social needs of an expanding industrial population.

The Municipal Corporations Act and Public Health Acts

This unwieldy system lasted longer than might have been expected. By 1830, however, the work of modernizing the administrative system to fit a rapidly changing society was begun. In 1832, the first Reform Act was passed, granting Parliamentary franchise to 'ten-pound householders'. In 1834, the Poor Law Amendment Act created Boards of Guardians to be responsible for public assistance, and placed central control in the hands of the Poor Law Commissioners, later the Poor Law Board and in 1871 merged into the Local Government Board. A year later, the Municipal Corporations Act reconstituted the government of the boroughs, extended the suffrage so as to give a wider circle of local inhabitants a say in local elections, pruned local individual privileges, and separated the administration of justice from local government in the towns.

The Municipal Corporations Act, although it was acclaimed at the time as a great advance, proved only partially successful in bringing local government up to date. The reformed councils had few powers besides those of police, lighting, markets and administering corporate property; while the other local authorities besides the Boards of Guardians which were uniform throughout the country, i. e., the vestries, were responsible only for the preservation of order, roads and bridges, and the protection of the inhabitants from fire. Many towns, especially following the recent Industrial Revolution, had no corporation and were managed by Improvement Commissioners, appointed by local Acts, which granted them the necessary powers of town government. There was no machinery for central control over these authorities, and when the central government wished to set up new services for the community, it was inclined to do so by the establishment of still more *ad hoc* authorities. This tendency added to the confusion which already existed; and as the nineteenth century progressed, the desire to have a series of uniform and comprehensive local authorities which would cover the whole country and to which fresh powers could be given as necessary grew steadily in force. A start was made by the Public Health Act passed in 1848 and amended in 1871 and 1875, which provided a comprehensive sanitary code administered locally under central control.

Consolidation

The next step in the process of consolidation was taken by the passing of the Local Government Act of 1888, which set up County Councils and

transferred to them the powers of the justices, except only a share in the administration of the police, which is still carried out by a Standing Joint Committee of the two bodies. It also established the county boroughs, which were towns with a population at the time of 50,000 together with a few ancient municipalities which could claim a long tradition of independence. The county boroughs were given county powers, and so made independent of the county councils—an independence they retain to this day. A further local Government Act of 1894 established urban and rural district councils ; and also set up parish coucils and parish meetings for areas that fell within the government of the rural district councils. The system was completed in 1899 by the London Government Act which created the Metropolitan Borough Councils in LonPon to replace the numerous existing authorities by a smaller number more in harmony with the modern principles of local government.

The reformed system was based on popularly elected councils, to which the responsiblity for administering public services could be entrusted; and the growth in organisation and central control that followed its establishment was accompanied by a growth of powers, some in compulsory and others in permissive form. Legislation included the Local Government Act of 1929, which abolished the poor law guardians and transferred their duties to local authorities, the Local Government Act of 1933, which established a uniform constitutional code for Local authorities and the Public Health Act and the Housing Act of 1936, which clarified these two major tasks of local government as well as a number of smaller Acts giving local authorities power to provide amenities as well as necessities for the people for whom they were responsible. The concept of local government at this period was perhaps nearer to the Anglo saxon period than to any other of the intervening thousand years, though every period had left its trace.

Scotland

The history of local government in Sctoland is quite diffrent from that of England and Wales, mainly owing to the clan system and the fact that Scotland had no Norman conquest and no period of Tudor rule. The part played by the central government was in general much slighter in the early stages of development. Moreover, after the reformation Scotland had in the Presbyterian Kirk a far more vital and closely knit social force at work than anything to be found in England and Wales at that date, and for a long time the Kirk Session provided a ready-made instrument of local government independent of any secular organisation.

From the nineteenth century onwards, the two systems of local government drew more closely together, not so much from conscious desire as from pressure of events that were felt equally on both sides of the border. But whereas the English system was throughly reorganised once

and then consolidated in the following years. Scotland had two main periods of reorganisation: one in 1889, when the county councils were first set up and the other in 1929, when the Local Government (Scotland) Act was passed to bring about an increase in simplicity and efficiency of administration.

Northern Ireland

The local government system in Northern Ireland has no historic roots in Irish national life. It was first introduced in 1835 by the passing of the Municipal Corporations Act and later somewhat extended by the Towns Improvement (Ireland) Act of 1854. From 1888 onwards, the Acts affecting local government in Great Britain were also applicable to Ireland. In 1920, the Government of Ireland Act was passed establishing separate Parliments for Southern and Northern Ireland. After the treaty with Southern Ireland was ratified in 1922, the Parliament of Northern Ireland came into existence and the Government was constituted, with the Prime Minister and a number of other Ministers including the Minister for Home affairs, the Minister of Agriculture, the Minister of Commerce and the Minister of Health. In 1944 the functions of the Minister for Home affairs in respect of local government were transferred to the Minister of Health and Local Government.

PRINCIPAL TYPES OF LOCAL AUTHORITY

For purposes of local government, England and Wales and Northern Ireland are divided into county boroughs and administrative counties. Administrative counties are further divided into three types of county districts, viz. municipal or non-county boroughs; urban districts; and rural districts, which are themselves sub-divided into parishes (except in Northern Ireland). Each of these divisions is administered by a different kind of local council, set up under an Act of Parliament and deriving its powers from Parliament, viz.:

England and Wales

County Councils (56)
County borough Councils (83)
Non-County Borough Councils (309)
Urban District Councils (572)
Rural District Councils (476)
Parish Councils (7,000), or
Parish Meetings (4,100)

Northern Ireland

County Coucils (6)
County Borough Councils (2)
Non-County Borough Councils and Muncipal Towns (8)
Urban District Councils (28)
Rural District Councils (32).

There are, in addition, the Local authorities for London, which are unlike those in the rest of the country and are governed in their constitution by a seperate legal code. They are:

The London County Council, The Corporation of the City of London, The Metropolitan Borough Councils (28).

The local authorities in Scotland are, broadly speaking, regulated by the provisions of the Burgh Police Acts and the Local Government (Scotland) Act, 1929 (codified in the Local Government Act (Scotland) 1947), which fundamentally altered the constitution of local government in Scotland by reducing the number of local authorities which administered public services for very small areas, and by unifying the administrative and financial control of the major services under a single authority in each area. The principal types at present are :

County Councils (33)	Town Councils (192)
Counties of Cities (4)	District Councils (201)

Constitution and Status.

Nearly all local authorities are what are known as 'corporations', which means that they have a continuous existence irrespective of their personnel, and have power to hold property as though they were individuals. The 'body corporate' may be the council or it may be the whole of the local government electors, depending on the terms of the Act or Charter.

Scottish local government bodies are partially subject to indirect election; but in England and Wales, all local authorities are freely elected by the citizens whom it will be their duty to serve. In this respect there is no difference between the administrative counties, the county districts, the parishes or the boroughs. In their internal composition, however, boroughs do differ from other kinds of local authority ; for they have a far longer history of self-government, and have been allowed to retain some of their ancient forms. Today, county boroughs can be created only by Private Bill legislation (Local or personal Bills promoted in Parliament by local authorities other than parish councils on a majority vote of all their members according to the provisions of the Local Government Act, 1933, Part VIII.) and then only if the authority seeking the new status has attained a population figure of 75,000. Charters of Incorporation of urban or rural districts (usually the former) as municipal boroughs are granted by His Majesty on the advice of the Privy Council following an inquiry by and recommendations of the Minister of Health. There is no statutory limit of population, but petitioning authorities are unlikely to be sucessful unless their population is atleast 20000.

County Boroughs and non-County Boroughs

Both types of borough are governed by municipal corporations, which consist of the mayor, aldermen and 'burgesses' who are persons enrolled upon the local government register of electors for the borough and are now known as the local government electors. If the borough is a city, the designation is 'mayor, aldermen and citizens thereof' ; and if the city has a

Lord Mayor, he is so described in the title. All municipal corporations may act tnrough the council of the borough, which is composed of the mayor, the aldermen and the councillors.

The number of borough councillors is fixed by the Charter; but may be altered by the same procedure as that by which the wards of a borough may be altered under the existing law, to wit, by Order in Council in the case of county or non-county borough and any order of the Home Secretary in the case of a metropolitan borough.

Councillors are elected by the local government electors for a period of three years; and there are usually three councillors to each ward, one of whom retires annually. The mayor is elected by the councillors and non-retiring aldermen from among the council or from persons qualified for election as councillors, once a year. He holds office for one year, may offer himself for re-election, and may appoint, in writing, a member of his council to act as deputy-mayor. The aldermen, who are elected by the councillors from among the councillors or persons qualified to be councillors, hold office for six years. They number one-third the number of councillors, and half of them retire every three years.

Every borough council is required by law to hold an annual meeting, and at least three other meetings, but most councils meet regularly once a month. Further meetings may be summoned by the mayor or by any five members or one-fourth of the members of the council, whichever is the lesser. The quorum is one-third of the whole council.

The main advantage claimed for borough status is that its constitution carries a prestige that is less marked in the constitution of other types of local authority, and it is generally believed for this reason, that the opinions of both county and non-county boroughs carry an added weight with other authorities and with central departments of state, and that their requirements are accorded a greater measure of respect. A borough also possesses the dignity of a Mayor, who although he is clothed with little legal authority apart from his duties as chairman of the council and Justice of the Peace, has a definite standing *vis-a-vis* the citizens, who look upon him as their civic and ceremonial head. Finally, the existence of an aldermanic bench is thought to encourage a stability of function and a continuity of policy, which the county councils alone among the other local authorities can share.

Administrative Counties

The county council is the local authority for the administrative county, and consists of a chairman, aldermen and councillors.

The number of county councillors is regulated by the Secretary of State, except in the case of London. Election is by ballot every three years

by the local government electors—one councillor being chosen for each electoral division into which the county (except that part covered by county boroughs) is divided for electoral purposes. All the councillors retire together. The aldermen are elected for six years by the councillors from among the councillors or persons qualified to be councillors. One-half their number (which is one-third the number of councillors) retires every three years, and their successors are elected at the annual meeting which terminates their period of office. The chairman is elected by the councillors and non-retiring aldermen from among the members of the council or from persons qualified to be councillors, and is *ex officio* Justice of the Peace during his annual term of office.

As a rule, the county council holds only the statutory meetings, viz., the annual meeting and at least three other meetings. Additional meetings are held, however, when pressure of business makes them necessary.

The areas administered by county councils vary considerably in size for fifty-two of the fifty-six administrative counties are identical with the old geographical counties, the boundaries of which have been practically unchanged since Norman times. The smallest county in England has a population of about 20 000, while the largest (outside London) has one of about one million and three-quarters.

Urban and Rural Districts.

Urban district and rural district councils are similarly constituted. each consisting of a chairman and councillors.

The number of councillors varies from district to district, but there must be at least one for every parish of 300 population. Elections take place annually, the councillors being elected for three years by the local government electors. As a rule, one-third of the councillors retire annually, but acting upon a resolution passed by two-thirds of the members present at a council meeting, the county council may by order direct that all the district councillors shall go out of office together in every third year. The chairman is elected by the councillors and may be elected from outside the councillors, provided he holds the necessary qualifications. Unless personally disqualified by any Act, he is Justice of the Peace during his annual term of office. A vice-chairman is also elected and holds office until immediately after the election of the new chairman.

Every district council must hold an annual meeting and at least three other meetings every year. Further meetings may be called by the chairman, snd by any five members or one-fourth of the whole number of members (whichever is the lesser). One-third but not less than seven of the members constitute a quorum.

There is no logical population figure to differentiate an urban district from a rural district. It was originally intended that districts with a population of 3,000 and upwards should be constituted urban districts and that the remaining areas should be rural districts, but this has not been adhered to. There are rural districts with populations of up to 80,000, just as there are urban districts with between 100,000 and 200,000 inhabitants which have not acquired borough status.

Parishes.

In England and Wales parish councils are elected for all rural parishes where the population is 300 or over. If it is less than this number, the county council, which is the authority. in the matter, usually leaves the parish meeting (which is an assembly of all the local government electors in the parish) in charge; but a council may be elected if the population is over 200 and the parish meeting so resolved, or even if it is under 200, if the consent of the county council can also be obtained. Some small parishes apply to the county council to be grouped with other parishes and acquire a parish council in this way.

Parish councils consist of between five and fifteen members as may from time to time be fixed by the county council. Councillors are elected for three years according to the procedure prescribed in the Parish Council Election Rules 1949, which substituted election through nomination or, if necessary, by poll, for election by show of hands at the annual parish meeting. Casual vacancies occurring between election dates are filled by the parish council itself. The chairman may be elected either from within the council or from outside if he is qualified to be a councillor.

Every parish council must hold an annual meeting and at least three other meetings a year, even if there is no business to transact. More frequent meetings may be convened either by the chairman or by two councillors.

There are no parish councils in Scotland or Northern Ireland.

London Government.

The peculiar constitution of local government in London derives partly from its size, which has created special problems of administration, but mainly from its importance as the capital city and the centre of trade and commerce.

The Corporation of the City of London is the only large corporation in the county which was left untouched by the Municipal Corporations Act of the nineteenth century and has therefore kept its traditional form. It acts, as it has acted for centuries, through three courts: the Court of Common

Hall, consisting of the Lord Mayor, the sheriffs, the aldermen and such of the liverymen of the seventy or so City Companies as are freemen of the city; the Court of Aldermen, consisting of twenty-six aldermen elected for life; and the Court of Common Council, consisting of the Lord Mayor, the aldermen, and two hundred and six common councilmen, elected annually in different proportions in the twenty-six wards of the city by about 27,000 voters whose right to vote is based mainly on property qualifications.

The London County Council, which shares administrative responsibility for the 117 square miles of the metropolis (outside the 'City') with the 28 metropolitan borough councils, has 145 members, consisting of 124 elected representatives and 21 aldermen. A chairman (who since 1935 has had the right to have the style 'The Right Honourable' prefixed to his official title), a vice-chairman and a deputy chairman are elected by the council every year. The aldermen are elected by the councillors for six years, one-half retiring every three years. The councillors themselves are elected for three years by the local government electors. Meeting of the whole council are usually held fortnightly.

Metropolitan Borough Councils consist of a mayor, aldermen and councillors. The councillors are elected triennially in wards by the local government electors and all retire at the same time. The number of councillors varies according to the borough. The aldermen number one-sixth the number of councillors, and are elected by the councillors for six years from among the councillors or those entitled to be councillors. The mayor is elected from among the councillors or the aldermen or from outside the council provided he has the necessary qualifications. The councils usually meet once a month.

Scottish Authorities.

The County Councils in Scotland are presided over by Conveners, who are chosen by the members of the council from among the councillors (no outside person may be appointed) to hold office for one year. The number of councillors is fixed by the Secretary of State for Scotland, according to the electoral divisions into which the county is divided.

The councillors, who are elected triennially—all the members retiring together at the end of three years—consist of (a) representatives of the landward areas (i. e., those portions of the county not included in a burgh), who are elected in the ordinary way, and (b) representatives of the burghs, who are elected by the town councils of the burghs to participate in such matters affecting the burghs as come under the administration of the county councils.

The Counties of cities are administered by town councils, which are all-purpose authorities analogous to the English county borough councils.

The town council consists of the Lord Provost, the bailies and the councillors.

Large and small burghs, i.e, burghs with population figures of over and under 20,000 respectively, are administered by town councils, elected in accordance with the Town Councils (Scotland) Act, 1900. They consist of the Provost, the bailies and the councillors. The Provost, who holds office for three years, must be chosen from among the elected members; as must the bailies, who continue in office only as long as they remain councillors. During their term of office, the Provost and the bailies are the magistrates of the burgh.

Town Council elections are held annually. one-third of the couucillors retiring every year.

The districts, which vary in size (some being as small as the parish in England), are administered by district councils, which were set up in 1929 to inherit, with the town councils, those powers of the parish councils, the District Board of Control and the Distress Committees which had not been handed over to the county councils.

District councils are composed of the county councillors returned for the electoral division within the area of the district, and elected members chosen by the same electorate and at the same time as the county councillors. They are presided over by chairmen, who are appointed from among the existing members.

THE FRANCHISE AND THE ELECTORAL SYSTEM

There is very little variation in the election of councillors as between one local authority and another, and virtually the same principles apply in a parish as in an administrative county or in a county of a city in Scotland. The whole system is comparatively modern (except in the case of the City of London which has its own traditional rules); and it has recently been brought up to date by the passing of the Representation of the People Act, 1949.

Under the provisions of the 1949 Act, any person is entitled to vote at a local government election, provided that he or she is a British subject of 21 years or over or a citizen of the Republic of Ireland does not suffer from any legal incapacity to vote (people serving prison sentences, suffering from mental diseases, etc., are not allowed to vote) is resident in the area for which the election is being held, or has a non-resident qualification therein. A person is deemed to have a non-resident qualification in an electoral area in England and Wales if he is occupying as owner or tenant any rateable land or premises therein of the yearly value of not less than ten

pounds. The names of all electors must appear on the register which is prepared and published once a year by registration officers (usually the Clerks of the local authority) appointed under tbe Act.

Voting.

Voting takes place at polling stations arranged by the council concerned, under the supervision of the returning officer specially appointed for the purpose. Every elector is expected to cast his vote in person, unless he is a Service voter or has applied to the registration officer to be treated as an 'absent voter', when he may vote by proxy or by post, except in rural district or prrish council elections, at which voting by post is not allowed. No elector may give more than one vote for any one candidate, nor may he give more votes in all than the total number of councillors to be elected.

Candidates.

Candidates for election usually stand either as Independents or at representatives of one of the national political parties. Each candidate must be nominated by two electors as proposer and seconder and, except in the case of an election of metropolitan borough councillors, by eight other electors for that area as assenting to the nomination.

Nomination.

Eligibility for nomination as a candidate depends in the first place upon registration as an elector for the area, and thereafter on a number of statutory qualifications and disqualifications designed to secure that the candidate is a suitable person for the office and is likely to have the interests of the area at heart. No deposit is required from a candidate at a local government election; but in England and Wales he may not spend more than £25 on the conduct and management of his election campaign unless the number of entries in the register of local government electors exceeds five hundred, when he may spend an additional 2d. for every entry above the first five hundred, In Scotland, expenses (other than personal expenses and the fee to the election agent) may not exceed in the case of a county election 4d. per elector on the register and in burgh elections 5d. per elector on the register. A return of all election expenses has to be made to the Clerk of the authority for which the election has been held within thirty-five days of the date on which the final result has been declared.

Wards.

In Parliamentary elections, all constituencies have now only one member, and theretore the contest is between several members for one seat. In local government elections, on the other hand, there is considerable

choice, for there are usually a good many vacancies to be filled; and in order to avoid undue confusion in the mind of the elector, the ward system has been devised. Boroughs, County boroughs, Metropolitan boroughs and Scottish burghs are nearly all split up in this way—the number of councillors elected for each ward varying between three and nine. Urban Districts may be divided into wards, each having three councillors, or they may be left as a single unit, depending on the decision of the county council, which is the authority concerned. In rural districts not otherwise divided into electoral areas, there is a separate election for each parish—the county council having power to fix or alter the number of rural district councillors for each parish, and to add parishes together or to divide them into wards. Parishes may either be treated as single units for election purposes or be split into wards. Scottish and Irish districts may similarly be split into electoral divisions, depending on their size.

There are no wards in county elections, which are based on single member constituencies formed by groups of parishes or by divisions regulated by the Home Secretary and the Secretary of State for Scotland respectively. The only exception is the London County Council, which is organized in two-member constituencies, which are the same as the Parliamentary constituencies in its area.

INTERNAL ORGANIZATION OF LOCAL AUTHORITIES.

Local authorities are free to a very considerable extent to make their own internal arrangements and to choose the means and methods by which they will discharge their responsibilities. The fact that all types of council have set up very much the same kind of administrative machinery is less the result of statutory requirements than of long experience in the organization of community services and affairs.

The arrangement made by most councils is briefly as follows: questions of policy and principle are decided by the whole conucil, which appoints committees to carry out the detailed administration of its various services. The more important committees of the larger authorities divide their work among sub-committees, which stand to the parent committee in more or less the same relation as do the main committees to the whole council. The execution of the policy decided upon by the council and the committees rests with salaried officers, whose number may vary between about half a dozen in the case of a small rural district to several thousands in the counties and in the larger county boroughs.

The Committee System

The committee system, which is used by all types of local authority, is of particular value to the larger councils, for it serves to bring them into closer contact with the management of the services they provide than

would otherwise be possible. Parish councils and small district councils are often able to do their work efficiently in full session, although even they find it useful from time to time to appoint committees when any special study or experience is required. Councils of the larger districts, of the administrative counties, of the county boroughs and of the counties and large burghs in Scotland, on the other hand, could not possibly work properly in this way, for their members could not all be equally familiar with the problems and possibilities inherent in the organization and management of their manifold activities. In the first place, no councillor is able to devote all his attention to council work. He is usually, if not always, a man (or woman) with his living to earn and only a limited amount of time to place at the disposal of the public. Local government is not a paid service, but councillors are entitled to receive travelling expenses and reasonable allowances for expenses incurred in carrying out their statutory duties. Mayors and chairmen of councils may receive a salary to meet the expenses of their office. The vice-chairman of the council may also receive an allowance. Secondly, local government services are today so numerous that no one person could pretend to detailed knowledge of the workings of all of them. Thirdly, certain services have become so intricate that their good management is dependent upon close and continuous supervision, which can more easily be achieved by a section of the council, whose main interest is directed to that end, than by the full council concerned with settling policy over a wide field.

Generally speaking, committees are remarkably free from legal restrictions; and even those among them which are known as 'statutory committees' are constituted according to individual requirements and not according to any set pattern laid down. The only provision of any importance affects committee members who are not also council members, for although outside specialists may be appointed to all committees (except finance committees) on which their expert knowledge would be valuable, the number of such specialists must not, by law, exceed one-third of the total membership of the committee concerned. A further provision declares that members of urban and rural district council committees may only hold office for one year, although other councils are given powers to fix such terms of office for their committees as they think fit. There is no provision concerni g the professional qualifications or experience of committee members—each council has complete discretion in matters of this kind.

For purposes of classification, committees may be divided into two kinds : Ordinary committees may be further divided into *committees Ordinary and Joint Committees.*

Statutory Committees, the appointment of which is compulsory under the Act of Parliament which establishes the relevant service, e. g., the Education Committee of a county council, which is compulsory under the Education Act, 1921 ;

Standing Committees, which are appointed in accordance with the Standing Orders of the council on a permanent basis and depend on the extent of the functions of the council ; and

Special Committees. which a council may set up for a limited period to deal with a particular problem, which, once solved, is unlikely to recur.

Joint committees (which may be also either statutory or standing) are those whose functions are the concern of more than one authority. They consist of representatives of all the authorities concerned and are frequently established for such services as inebriates homes, sea and river conservancy, river pollution, and town and country planning.

The powers and duties of committees of all kinds are usually laid down in the appointing council's Standing Orders ; and they may be advisory or executive. In the former case, the committee is given no authority to act on its own initiative; it can only suggest the appropriate action to the council, and until the council has given its formal approval it cannot go ahead with its plans. In the latter, it has full powers to take executive action in regard to matters which have been delegated to it ; and is required simply to report to the council from time to time on the measures which it has put into effect. In the larger areas, such as the counties, the county boroughs and the counties of cities, councils exercise their powers of delegation to a considerable extent ; but in the smaller districts and parishes, councils tend to retain their authority and to use their committees only in an advisory capacity. No council, whatever its size, is permitted to delegate to a committee its power to raise a loan, to levy a rate or to issue a precept. A demand by an authority upon a rate-collecting council for money to be collected by the latter for purposes required by the former. Action of this kind must by law be taken by the council as a whole.

The committee system as operated by the London County Council, the City Corporation and the metropolitan borough councils is somewhat different in constitution—particularly as regards the last two authorities—from that which applies in the rest of the country ; but the principle behind it is the same, i.e , that a committee should be appointed for any special or general purpose as in the opinion of the council would be better regulated in this way.

Officers and Employees

Every council has a general power to appoint such staff as it deems necessary to carry out its work ; and certain appointments, e. g., the Clerk, the Treasurer and the Medical Officer of Health, are compulsory to almost all authorities ; and even the smallest parish councils must employ a part time Clerk. Choice of personnel is left to a great extent to the individual council, although compulsory appointments are, in theory, subject to the

sanction of the appropriate Department of the central government. In practice, the nominee of the council is nearly always accepted.

It is against the law to appoint council members to the staff or ex-council members for a period of at least twelve months after they have ceased to hold office; and the Standing Orders of local authorities usually provide that canvassing for appointment is forbidden and will lead to the immediate disqualification of the candidate. It is also usual to make it incumbent upon candidates to disclose any relationship that may exist between themselves and any council member.

Officers are normally of three kinds: (1) heads of departments, whose training experience and qualifications fit them for the expert work involved, and who attend council meetings in an advisory capacity; (2) a variety of subordinate officers employed in a professional, technical or clerical capacity; and (3) a large number of manual workers, who are employed to do the actual physical work, e. g., road construction and maintenance, building, refuse collection and disposal, footpath clearing, etc., for which the council may be responsible.

Most of the duties of heads of departments are of a managerial and administrative type. In many cases, functions are clearly set out on approved lists drawn up by the employing council and can thus be discharged from day to day without any special reference to the committee or the council. There is, however, a narrow dividing line between questions of administration and management and those involving policy decisions, which is not always very easily drawn. There must therefore be close and frequent contact between heads of departments and committees, both to give the officers the opportunity of submitting particular items for direction and to allow committee members to take advantage of the expert experience of the officer concerned. In theory, the council (or committees) are the sole arbiters of policy, but it often falls to the head of a department to suggest some adoption to a proposed scheme or to initiate some project which his daily work leads him to believe should be put through for the general good.

Formal contacts between committe members and heads of departments are maintained by regular meetings, at which the officers submit their periodical reports. Urgent matters which may arise between meetings are generally dealt with in informal discussion between the head of a department and the chairman of the committee, who may act as its representative on occasions of this kind.

Method of Appointment

As a rule, senior staff appointments are made at the instance of the committee or committees particularly concerned. The post may be filled either by the promotion or transfer of one of the existing staff, or by public

advertisement in newspapers or journals circulating primarily among persons who may be expected to possess the necessary qualifications for the job. When answers to the advertisements have been received, it is a common practice to appoint a group of committee members to interview the candidates and to make a selection which may later have to be confirmed by the council as a whole. Junior appointments are made by heads of departments, who are also responsible for engaging the manual labour required. Committees are informed of appointments and engagements of this kind, which are always made in confirmity with an establishment laid down.

Conditions of Employment

Rates of pay and conditions of service for local authority-staff, although theoretically within the jurisdiction of the employing council except where the proposed salary of an officer requires the approval of a Minister of the crown e. g., in the case of the Medical Officer of Health, the Sanitary Inspector and the Clerk of the County Council, are in practice settled by Whitley Councils, of which there are three: the Local Authority National Joint Council for Non-Trading Services (Manual); the Local Authorities Joint Council for County Roadmen; and the National Joint Council for Local Authorities Administrative, Professional, Technical and Clerical Services. This last National Joint Council is the standing body charged, as provided by its constitution, with the supervision from a national point of view of all questions, affecting officers of employing authorities other than Clerks of Authorities, certain chief officers, namely, accountants and treasurers, engineers and surveyors, chief education officers and architects and all other officers with salaries exceeding £1,000 per annum.

Two special Joint Negotiating Committees (consisting like the National Councils of representatives of employers and employed) were appointed in 1948 to negotiate salary scales and general conditions of service for Town Clerks and District Council Clerks, and for chief officers of local authorities respectively: and recommendations have recently been submitted. The second of the two Committees, the Chief Officers Committee—did not deal with the salaries of Medical Officers of Health. These were taken to the Industrial Court, which has just made an award.

All councils are compelled by law to make arrangements by means of a contributory pension scheme for the super annuation of their permanent whole-time officers.

Movement of officers between one council and another is the normal practice and frequently occurs. An officer in local government service does not have to wait for change or promotion until his superior officer is due to retire. If occasion offers, he may apply for an improved position under any local authority in the country. This freedom of movement is

welcomed by employing councils no less than by the officers themselves, for it gives councils a wide choice in making their appointments, and means that fresh minds may be brought to departmental business.

Ethical Code.

All local government officers of whatever standing are expected to regulate their behaviour according to a code of ethics drawn up by the National Joint Council. This code lays particular stress on the fact that the local government officer, as a public servant 'must not only be honest in fact, but must be beyond the reach of the suspicion of dishonesty', and states that 'he is not to subordinate his duty to his private interests, or to put himself in a position where his duty and his private interests conflict. He should not make use of his official position to further those-interests, but neither is he so to order his private affairs as to allow the suspicion to arise that a trust has been abused or a confidence betrayed'.

FUNCTIONS OF LOCAL AUTHORITIES

The primary duty of every council is to apply and administer policies prescribed and defined by Parliament. Certain of these policies must be implemented—that is to say, a council is required to provide certain services by a specific Act. In other cases, the services may be provided under the permissive powers of a general Act, or, when initiated by the council itself, under Private Bill legislation.

Duties and Limitations.

The range of duties to be performed by each kind of council is likewise clearly defined. County borough councils and the counties of cities in Scotland are all-purpose authorities, although legally, they may, if they wish, join with county councils in the exercise of certain of their functions. For the rest, the county councils and the county district councils, i.e., the non-county boroughs and the urban and rural district councils in England and Wales and Northern Ireland, each have particular functions allotted to them, which they exercise independently to a considerable extent, and, although county councils have powers of supervision over certain of the activities of the others and may always contribute towards any of the expenses they may incur, delegation of powers is the exception rather than the rule. The Scottish county councils on the other hand, may delegate all their very wide powers (except education and police) to the town councils of small burghs, to the district councils or to a joint committee of them both in their areas. The amount of delegation varies both with the functions and with the standing of the authority to which the functions are delegated, but the practice is the rule rather than the exception and accounts both for the representation of burghs upon the county council and the presence of county councillors on the district councils.

The smallest authorities (the parish councils in England and Wales and the district councils in Scotland and Northern Ireland) have a few functions which they may exercise as of right but are largely subordinate to their respective county councils.

The scope of local government is limited by the same means as its functions are prescribed and defined—that is to say, by Acts of Parliament. It is as illegal for any council to go beyond the limit fixed for its activities as it is for it to fail to provide any statutory service required. If any council exceeds its powers, whether knowingly or unknowingly, it may be called to order before the Courts, and an injunction can be served upon it to restrain it from what it has been doing or from what it proposes to do.

Provision of Services

The services provided by the councils (for details showing exact division of duties, etc, see appendix II) are generally classified under three heads, viz.:

Environmental Services, which are services designed to secure and improve the citizen's surroundings. The majority are public health services administered by the county district or parish councils (in London by the metropolitan borough councils. The LCC is responsible for the main sewers (in the County of London. And in Scotland by the small burghs), e. g., the inspection and abatement of nuisances, drainage, sewerage, street cleansing, refuse collection and disposal, the supervision of water supplies, food inspection, rodent control, the provision of baths and washhouses, the prevention of river pollution etc. There are also the services for street lighting, public safety on the highways, the provision of recreation grounds and open spaces and similar amenities, which are generally administered by the same authorities, as well as the important work of town and country planning, which is the concern of the county councils. County borough councils, as all-purpose authorities, provide and administer their own environmental services.

Protective Services, which include the police, the fire service and the civil defence service. Except in London, these services are administered throughout England and Wales by the major authorities, i.e., the county borough councils and the county councils, or, if neighbouring authorities care to amalgamate, by joint boards, and in Scotland by the counties of cities and joint boards. In London, the City Corporation has jurisdiction over the police force within its area, while the Commissioners of Police appointed by the Home Secretary control the Metropolitan Police Force, which operates in the area covering the administrative county of London together with certain adjoining county boroughs and parts of administrative counties. The fire service is administered by the London County

Council, and civil defence by the metropolitan boroughs and the City Corporation.

Personal Services, which are designed to 'cultivate the best physical, mental and moral potentialities of each individual See Chapter XII, section 3 of The Local Government of the United Kingdom, by John J. Clarke. All types of authority are concerned in the provision of these services, which range from maternity and child-welfare, education, child life protection and housing, to the provision of entertainments. Services of this kind include services for the aged and infirm midwifery services, mental health services, care and after-care, the provision and upkeep of libraries, museums and art galleries, and a variety of others directed to the same end.

There are also the **Trading Services**, which are now less widespread than before the war, although examples may still be found, e. g., civic restaurants. The most important of the trading services e.g.. gas and electricity, were discontinued by the relevant nationalization Acts.

LOCAL GOVERNMENT FINANCE

The amount of money spent by local authorities every year on revenue account runs into several hundred million pounds. There is also considerable capital expenditure which in the year 1948-49 amounted to approximately £323 million in England and Wales alone

Income is derived from Government grants, from local rates, from loans, from trading receipts, rents, fees and from other miscellaneous sources.

Government Grants

Government grants are given for a variety of reasons, but chiefly because no local authority would be able today to provide the services for which it is responsible entirely out of local revenue. There are five main types of grant, viz

Assigned Revenues, which are the proceeds of certain national taxes handed over to local authorities This method of assistance was popular in the late nineteenth and early twentieth centuries but it has now fallen more or less into disuse. However, county and county borough councils still receive the proceeds of dog gun and game licences taken out in their areas; and the Finance Act of 1949 added to these the licence fees for hawkers, pawn-brokers money-lenders, and refreshment houses.

Percentage Grants, which are agreed proportions of local government expenditure upon certain objects approved by Government Departments, e, g., education, health services, town and country planning-police, etc. The percentage varies a good deal, depending as it does

on the importance of the object to the Central government: the average is between 50 and 60 per cent.

Unit Grants, which depend exactly on the service provided. This type of grant is used for housing—a subsidy being paid for each house built, and not on the basis of a general programme—and for homes for old people under the National Assistance Act 1948.

Equalization Grants, which are contributions to the general expenditure of the poorer local authorities depending on their deficiency in rateable value as compared with the average for the country as a whole. These grants which were introduced by the Local Government Act 1948, are paid to the councils of counties and county boroughs if their rateable value per head of "weighted" population is less than the average, the "weighting" being for the number of children under fifteen, and in the case of county councils for sparsity of population as measured by road mileage. The object of this is to even out the inequality of resources between, for example, a prosperous industrial city and a predominantly rural county where the rateable value of property is low; and so to enable all local authorities to bring their services up to a reasonable standard.

Special Grants, which are grants paid from time to time by the Exchequer for some particular purpose, as, for example, the reconstruction grants paid to certain seaside towns to help them to put themselves in order after the disturbances brought about by the war.

Grants are usually paid on approval of a claim made by the local authority and certified by the District Auditor, Government Departments sometimes disallow particular items which are not in accordance with conditions laid down. Subject to this limitation, grants are paid as a matter of course provided that the council is running its services with reasonable efficiency and that the Government Department concerned has been consulted about any Proposed new expenditure, Government Departments have reserve powers to withhold grants as a disciplinary measure, but these powers are very seldom used.

Rates and Valuation

Rates in England and Wales are a from of the local taxation paid by the occupiers of land and buildings as Contributions to the cost of a wide range of local services. Rates are paid on the 'rateable value' of property, which is equivalent, subject to certain deductions, to the yearly rent that a willing tenant would pay and a willing landlord accept if the tenant paid rates and taxes and the landlord the cost of insurance and repairs. There are certain statutory reliefs from rate

liability, notably for agricultural land and buildings which are entirely exempt, and industrial premises which are relieved of three-quarters of the liability.

The amount paid by each individual depends upon the rateable value of the whole borough, district or county, i.e.. the aggregate of the rateable values of the properties in it, and upon the estimated expenditure of the rating authority. As a general rule, this means that a ratepayer in a low value area pays a high rate, and one in a high value area pays a low rate—the total sum payable being about the same in both cases.

The rate poundage, which is the number of shillings in the £ that occupiers have to pay on the rateable value of their property, is calculated annually by dividing the yield of a penny rate in the area of the rating authority into the total sum to be raised. Thus if the expenditure to be met from the rates was £ 430,000, and the yield of a penny rate was £ 2,000, the rate poundage would be approximately 18s.

The responsibility for levying the rates lies with the councils of county boroughs, non-county boroughs and districts and in London of the City Corporation and the metropolitan boroughs. County Councils are not rating authorities, and they finance themselves by making what is called a precept—that is to say, a demand upon the rate-collecting councils—for the sums of money that they require. Such sums must be calculated so that the burden falls equally on all parts of the area—that is to say, so that each rate-collecting authority levies a rate of the same amount in the pound for general county purposes. The expenses of a parish council are paid out of a special rate for the parish, which is levied by rural district councils upon the ratepayers of the parish, over and above the general rate which is levied equally upon the whole district The limit of this special rate is 8d. in the £.

Until recently, the rating authorities were responsible for carrying out the valuation of property as well as for making and collecting the rate. In February 1950 however, as a result of the coming into force of Part III of the Local Government Act 1948, this part of their work was transferred to a body of persons independent of local authorities—the valuation officers of the Inland Revenue. Under the new arrangement, the valuation officer in each area (which may cover several rating areas) is responsible for preparing a new valuation list from time to time and revising the existing list. He also deals in the first place with pooposals or objections to proposals by individuals or the rating authority.

Disputes arising out of valuation proposals that cannot be settled by agreement between the valuation officer and the individuals or bodies concerned are referred to local valuation courts cansisting of three persons provided by an independent local valuation panel constituted by county

and county borough councils (sometimes acting jointly) under schemes made or approved by the Minister of Local Government and Planning. Members of these panels (which usually cover a much wider area than did the assessment committees they replaced) are chosen not as representing any local body or interest, but for their capacity to carry out the work. They give their services voluntarily, but their expenses are borne by the Exchequer.

Appeals against the decisions of the local valuation courts will be heard by the Lands Tribunal—an expert body appointed by the Lord Chancellor—instead of by the magistrates, who were responsible for hearing all such cases before February 1950.

The new scheme is intended to bring about a greater uniformity of assessments, which will become apparent when the new valuation lists are made in 1952 or 1953.

Loans

Loans may be raised by all types of council for various items of capital expenditure which could not well be met out of current revenue, e.g., the acquisition of land, the erection of buildings, the erection of any permanent work, plant, etc., and other similar purposes.

Before 1945, many large authorities were in the habit of raising money upon the Stock Exchange or by mortgage; but since the passing of the Local Authorities Loans Act of that year, borrowing has been largely canalised through the Public Works Loans Commissioners. This Act requires all local authorities to borrow from the Commissioners except where the borrowing is (a) up to a specified 'ceiling', (b) temporary, e.g., by bank overdraft pending the receipt of revenues or raising of a loan, (c) from internal resources, e.g., superannuation funds or charity funds, or (d) from other local authorities, e.g., by parish councils or meetings from the county council.

With very few exceptions, all loans in England and Wales are subject to the approval of a Government Department—most frequently the Ministry of Local Government and Planning, although other Departments are from time to time concerned. Parish councils must obtain the consent of the county council; while the London County Council goes each year to Parliament for sanction to raise the money it needs for capital expenditure.

Interest rates on local authority loans are generally low, but the capital must be repaid within a period specified by law which is never longer than eighty years, and varies according to the anticipated life of the capital assets for which the loans were raised. Repayment is usually carried out by instalments or through the provision of a sinking fund.

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Other sources of local authority income include the rent received from house property (although this never covers expenses and has to be supplemented by subsidies), fees, fines and miscellaneous charges and the profit from trading enterprises.

Financial Control

Control of finance is usually exercised internally on behalf of the council by a specially appointed Finance Committee, whose function it is to watch the activities of the spending committees from the standpoint of the council's financial policy. Such a committee is compulsory for every county council under the Local Government Act 1933 : and although there is no statutory obligation upon any other type of council, it is customary for all except the smallest to make the appointment.

As a rule, control is exercised by the Finance Committee's examination of, and, if necessary, amendments to draft estimates drawn up annually by the executive departments in informal consultation with the Finance Department and presented through the appropriate committees. In this way, the various claims and proposals can be balanced and adjusted before the final estimate is presented to the council as a whole. It is left to the council to accept or reject the estimate in its final form or to eliminate any figure that it may contain.

External control is carried out by means of an annual audit, which in the case of all councils in England and Wales — (except the majority of borough councils) is operated by district auditors appointed by the Minister of Local Government and Planning. These auditors are required to check the accounts and system of accounting used and to make sure that every item of expenditure has been legally incurred. If they find anything in the accounts which is contrary to law, the auditors must disallow it, and must also surcharge upon the persons responsible (whether council members or officers) the amount of any expenditure disallowed, any sum which has not been duly brought into account and any loss or deficiency caused by negligence or misconduct,

Borough Councils, although they must use the services of the district auditors for certain of their accounts, such as those for education and the police, have a choice of two other methods for those that remain. One method, which is not now much used, allows the local government electors directly to elect two auditors (who need to be persons qualified to be councillors) to whom is added a councillor chosen by the mayor. The second method allows the council to employ a professional firm of auditors.

Scottish Financial Arrangements :

In general, the system of Exchequer grants in Scotland is similar to that of England and Wales, although because of the different relationship

between the county council and the other authorities in the two countries, modifications have necessarily been made. As regards rating, valuation and the raising of loans, the systems are not the same.

Rates in Scotland are collected by the town councils in the burghs and by the county councils in the landward areas. District councils issue precepts upon the county councils for their requirements once a year, Town councils must make an annual contribution to the county council in respect of county council expenses for the burgh. Such amounts are agreed between the two councils, or, if no agreement can be reached, determined by the Secretary of State for Scotland.

Liability for the payment of rates is usually shared equally between owner and occupier, though certain classes of expenditure in burghs are defrayed by occupiers only, while owners must pay rates for empty property as long as it is habitable. Occupiers of agricultural properties and industrial and freight transport properties are entitled to recoup themselves after paying rates by making certain deductions from the rent.

There are no assessment committees in Scotland, valuation being done by officials, called assessors, who are appointed by the appropriate councils. Such officials may not be members of the council, but they may be, and often are, civil servants, although they may not be officials of the Board of Inland Revenue without Treasury sanction. Dismissal can only be effected by a vote of two-thirds of the members present at a council meeting.

Valuation in Scotland takes place annually; and appeals lie to a county or burgh Valuation Appeal Committee, and from thence on a stated case to the Lands Valuation Court, which is made up of three judges of the Court of Session.

The primary basis of valuation is the actual rent payable, but this is not binding on the assessor, who may challenge the bonafides of any lease if he thinks it desirable to do so. Where no rent is payable, valuation is assessed by comparison with other similar properties; or on a percentage on the structural cost; or on a fixed unit of accommodation; or on the 'profits principle' according to the merits of the case.

Loans in Scotland are subject to less direct Government control than in England and Wales, and there is a wider scope for investment. On the other hand, since the amount which may be raised by rates is usually limited, there is less money available to pay annual loan charges, and the amount of the loans per head of population tends to be less.

The system of accountancy in operation in Scotland differs from the English method in that there is greater central control and more minute prescription of procedure. On the other hand, there is a peculiarity of the accounts of some of the Scottish burghs—known as the Common Good and

consisting of lands and gifts to the burgh by the King when the burgh obtained its Royal Charter and after—which gives them a greater freedom of expenditure than any other authority enjoys.

All accounts are audited by an auditor appointed by the Secretary of State for Scotland, and paid by the council. There is no statutory qualification for such an appointment, except that the holder of the office should be a 'fit person', but usually professional accountants are employed. The auditor has powers similar to those of district auditors as to the production of books and documents, attendance of officers and declarations of correctness, but the power of surcharge rests with the Secretary of State alone.

Northern Ireland

The finances of local government in Northern Ireland are in most respects similar to those in England and Wales—that is to say, income is derived from grants, rates, rents, loans, etc. The main differences are:

(a) grants are paid by the Government of Northern Ireland;

(b) county councils are responsible for making, levying and collecting the rates for the whole county, except such parts as fall within the jurisdiction of the county borough or urban district councils;

(c) rural district councils may not levy a rate. Their expenses are met by issuing a precept on the county council.

RELATIONS BETWEEN CENTRAL AND LOCAL GOVERNMENT.

The ties connecting local government with the central administration are (i) the power of Parliament to pass those Acts which it deems desirable to be administered by local authorities; (ii) the interpretation which is put upon those Acts by the Courts as to the intentions of the legislature; and (iii) the supervision exercised by those Departments which are charged with the duty of securing the efficient functioning of services for which their Ministers have been made responsible by Parliament.

The Departments principally concerned are: (in England and Wales) the Ministry of Local Government and Planning, and the Ministry of Education, the Mtnistry of Health, the Home Office, and the Ministry of Transport; (in Scotland) the Secretary of State for Scotland, who works through the Scottish Home Department, the Scottish Education Department, and the Department of Health for Scotland; and (in Northern Ireland) the appropriate Ministries in the Government of Northern Ireland, e.g, the Ministry of Health and Local Government, the, Ministry of Commerce, and the Ministry of Agriculture.

Assistance to local administration by Departments is given by officers of those Departments, who are civil servants and subject to the ordinary law of the land. It takes the form of :

(a) inspections of police, police establisnments and fire services to ascertain that the standard of efficiency is being maintained;

(b) inquiries relating to borrowing, alteration of boundaries, complaints of administration;

(c) examination of satistics furnished by local authorities;

(d) audits of accounts (as already described);

(e) issue of circulars giving advice about new duties and powers;

(f) issue of Provisional and Statutory Rules and Orders, or Special Orders conferring powers and obligations upon a local authority;

(g) payment of government grant (as already described);

(h) Approval of appointments of chief officers;

(i) approval of by-laws-A law with local application made under powers conferred by Parliament by the appropriate Minister.

Frequent discussions have been held during recent years concerning the desirable extent of central intervention in local government affairs, but so far no generally acceptable conclusion has been reached. Following the Report of the Committee set up in January 1949 by the Chancellor of the Exchequer 'to review and co-ordinate arrangements for ensuring economy in the use of manpower by local authorities and by Government departments concerned with local government in England and Wales', which contained recommendations for more autonomy, the Minister of Health stated that the Government believed that

> 'the right approach to the relationship between central and local government must be found in the two principles that local authorities are responsible bodies competent to discharge their own functions... and that the controls necessary to secure the objectives of Government policy and financial administration should be concentrated at certain key points leaving as much as possible of the detailed administration of a scheme or service to the local authority'.

(With the courtesy of British information service)

Progress of Elementary Education in the Madras State

BY

DR. M. D. PAUL,

Deputy Director of Public Instruction.

There has been in recent years a widespread demand for a thorough-going reform in every direction to suit the needs of changing times and the requirements of a free country. With the advent of political freedom, plans have been drawn up to bring in quick and far-reaching changes in the educational system of the country. It is perhaps time for us to evaluate the results and see how far our objects have been achieved and to think for ourselves on what lines our further progress should lie.

Need :

With the adoption of the Constitution of India, the problem of universal education has acquired vital urgency. To-day's children being to-morrow's citizens who have to be trained and educated in the art of democratic living, there is a vital demand for universal education. All the children of our Soveriegn Democratic Republic have to be educated; not just a few. It is not to be, as in former days, a process of slow infiltration from the classes to the masses but a process of growth from the soil as it were, and educational facilities have to be placed within the reach of all, in every small village. Government therefore, have had it as their policy to open schools in all villages with a popula tionof 500 and above. As an imme-diate measure in the current year, provision has been made for opening an elementary school in every rural area with a population of over 1000. There are now about 38,000 elemen-tary schools in the State as against 36,000 on 31-3-1946. Of these 1500 are municipal elementary schools. (Please see Chart I.)

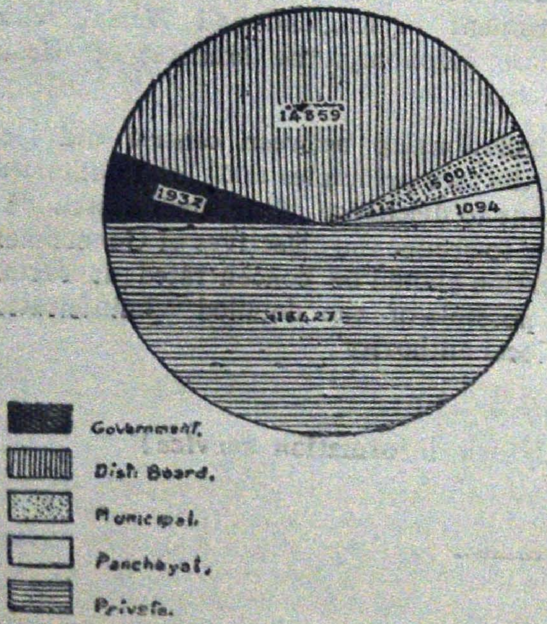
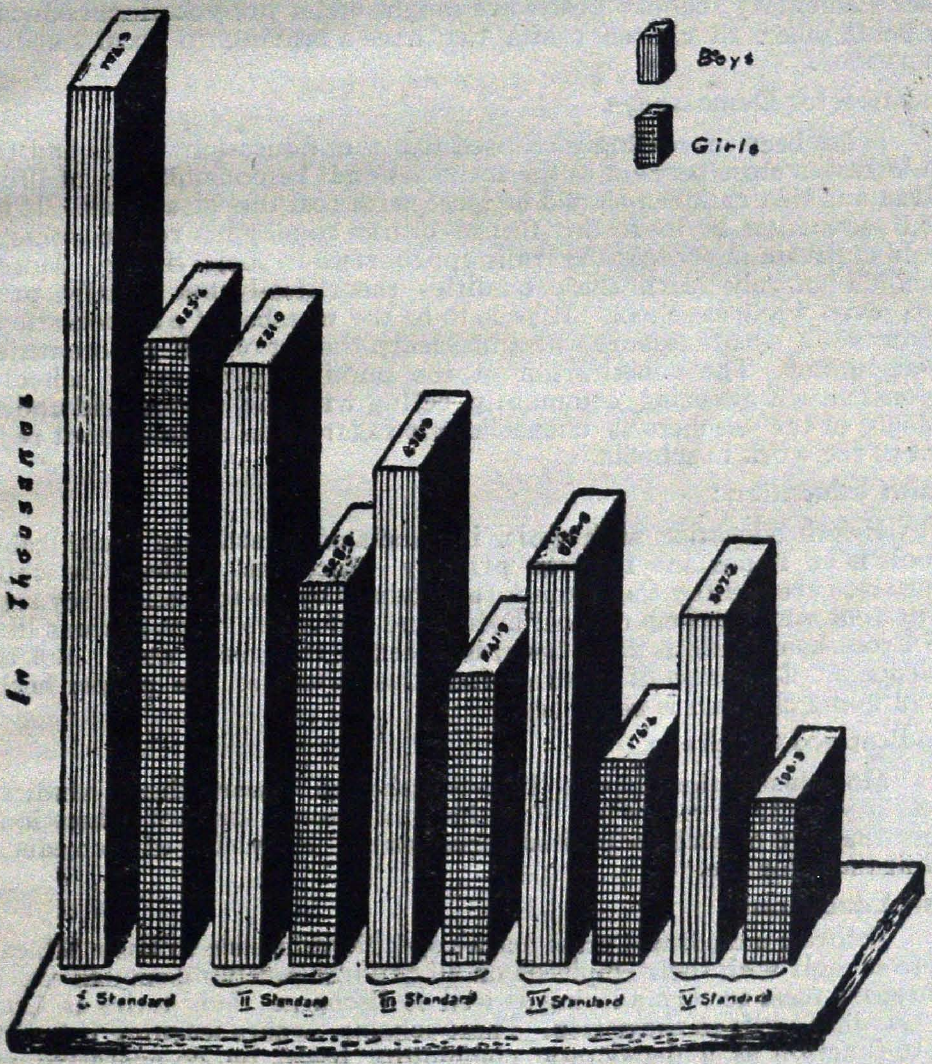


CHART I Showing the Elementary schools under various managements during 1949—50

Continued Attendance :

It is probably easier to open a school and enrol children than to make them attend the school continuously for a period of about 5 years. A lot of money is wasted by enrolling children in the lower standards and allowing them to leave school to drop out, without attaining the full benefits of elementary education. The Department of Public Instruction has laid special emphasis on the need for children to continue the full course of elementary education. Because of this emphasis useful results have accrued.



Learning through activities :

Realizing that children learn more through their own activities than through the "instruction" of the teacher, education in the State has begun to grow out from its bookish pre-occupation with the 3 R's. The schools are now entrusted with the task of doing a better job than before in educating the children so as to make them more effective citizens without at the same time sacrificing the values of academic fundamentals. Education is no

longer confined to the narrow objective of achieving literacy. The policy of imparting a more complete education through activities is being pursued. Agriculture being the main occupation in the country, attention is given to the teaching of Agriculture in Elementary Schools, under Nature Study and Gardening in the lower standards and under Elementary Science in the higher standards. Every school is required to maintain a garden so that the pupils may have practical experience of the elementary principles of gardening and agriculture like preparing the soil, manuring, planting, weeding etc. The making of grade compost is also taught in some rural schools. In higher elementary schools crafts are taught under pre-vocational education, care being taken to choose crafts that have a bearing to local needs and occupations.

Education for Democracy :

It has been increasingly realised that the Education is life and that it should have a close bearing to the activities and responsibilities of life as it is lived and that children should be faced with real life situations. It is felt that if education is to fit the future citizen to play his roll in society, he should cultivate in schools the trails appropriate to social living. Moreover he should not only learn these qualities theoritically but actually practise them, even while at school. If he is to be the member of a democratic state, in however a small measure, he must learn the art of self-government and self-discipline. The constitution of the pupil-body of every school as a responsible self-govering community acting with the advice and under the guidance of the teachers as counsellors is regarded as an important requirement of the work in schools.

Health Education :

Health education with which is associated practice of health habits in schools is an important item in primary education. Unless the children themselves are healthy they cannot fully benefit by the education they receive. At present with the help of local bodies and voluntary organizations like the Red Cross, something is done towards meeting this great need. But this is inadequate. Extension of existing facilities, to ensure the proper health of school-going children is necessary.

Handicapped Children :

More institutions have to be established to educate those handicapped in life physically or mentally. For them a different kind of education that meets the need of each individual is necessary. Provision of such education will fit them for life.

Basic Education :

Before concluding I must make a specific reference to Basic Education. These schools with their emphasis on all children receiving enough education to prepare them to earn a living as well as discharge their duties as Citizens are Gandhiji's gift to the nation. These schools "where learning is by doing" are to function as a democratic community based on co-operative effort. Such schools tend to provide actual situations in which the teachers and the taught participate alike in a co-operative venture. Productivity is emphasized. The dignity of manual labour is stressed. There are now over 400 Basic Schools in the State with an enrolment of over 25,000 children and it is the policy of Government to convert all the elementary schools into Basic Schools as early as possible.

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News & Notes:

PEDDAPURAM

1. This town with a population of about 25,000 is having its water supply from rain fed tanks which are four in number and about a dozen wells located near them. These two sourees regularly fail during the needy hot months of the year. Hence fresh water supply is a standing problem of this place. Further the town is subject to water borne diseases periodically and Guinea Work is a scourge of these fresh water tanks. The public of this place are a prey to these diseases and sometimes have to pay heavy toll.

2. This town is the Head quarters for the Taluk and a trading centre for Jaggery and Silk. Hence floating population is an addition to this place.

3. In order to get rid of this water trouble the public of the place as early as 1914 started agitation to have a water supply scheme and as a preliminary to it trials were made to convert the then Panchayat Board into a Municipality.

4. In the year 1915 the town was constituted into a Municipality to get the benefit of protected water supply. Though more than three decades have passed the scheme has not so far been materialized. Trials have incessantly been made to tap water from different sources. The first trial was to have artesian current and Yeleru area was tapped to have it. Fixing up a place by the side of Yeleru a well was also constructed. This was later on given up declaring it not fit. Again trials to acquire a private well were made and this was also given up. The next step was to have infiltration gallary in the river Yeleru. This proved useless. The next step taken is to have a combined scheme of water supply to Peddapuram and Samalkot from the Godavari canal running near Samalkot. This combined scheme was again given up. From time to time experiments have been made and they costed this Municipality more than Rs. 50,000/-. Finally an independent scheme for Peddapuram alone has been fixed up. The original estimate of the scheme was only about two Lakhs and it has undergone revisions with the change of the source and trial. Due to increase of cast in materials, labour etc., the present estimate has swelled to the tune of seventeen lakhs. The public of the place have been patiently waiting paying water tax all these years.

5. The present scheme is to have a storage tank by the side of Samalkot canal and to have the water treated by filters and then pump it to an elivated reservoir close to Peddapuram town and then distribute the water by gravity. The supply is intermittent and is estimated to provide about 10 gallons per head for the prospective population during the future 30 years. Steps are now being taken to acquire the site required for the

purpose at Samalkot. If the site is acquired and the scheme is executed as programmed it may materialise in about two or three years.

The present Council came into office with the present water supply scheme some 4 years back and ever since it has been exerting its best to see that the scheme is executed before the elections. The scheme is finally approved by Government and every arrangement is made to speed up the execution. The scheme which was started more than 35 years back to meet one of the primary demands of a population of 25,000 needs to be given higher priority by the Democratic State Government. It is hoped that at least after 2' or 3 years our place will be blessed with protected Water Supply so much striven after.

ARUPPUKOTTAI

The possibility of a water supply scheme for the Aruppukottai Municipality from the wells in Puliyooran village about 5 miles from this Municipality which promise unusually copious supply through springs is being investigated. Water samples were sent to the King Institute, Guindy for analysis. The report of analysis has been received that the water may be utilised for the water supply scheme if sufficient quantity is available. Further action is being taken on the matter.

The Government have sanctioned the extension of street electric lights scheme in this town by providing 311 additional lights. At present there are about 500 street electric lights in the town. By the provision of the additional lights almost all the streets in the town will have the benefit of electrical lighting.

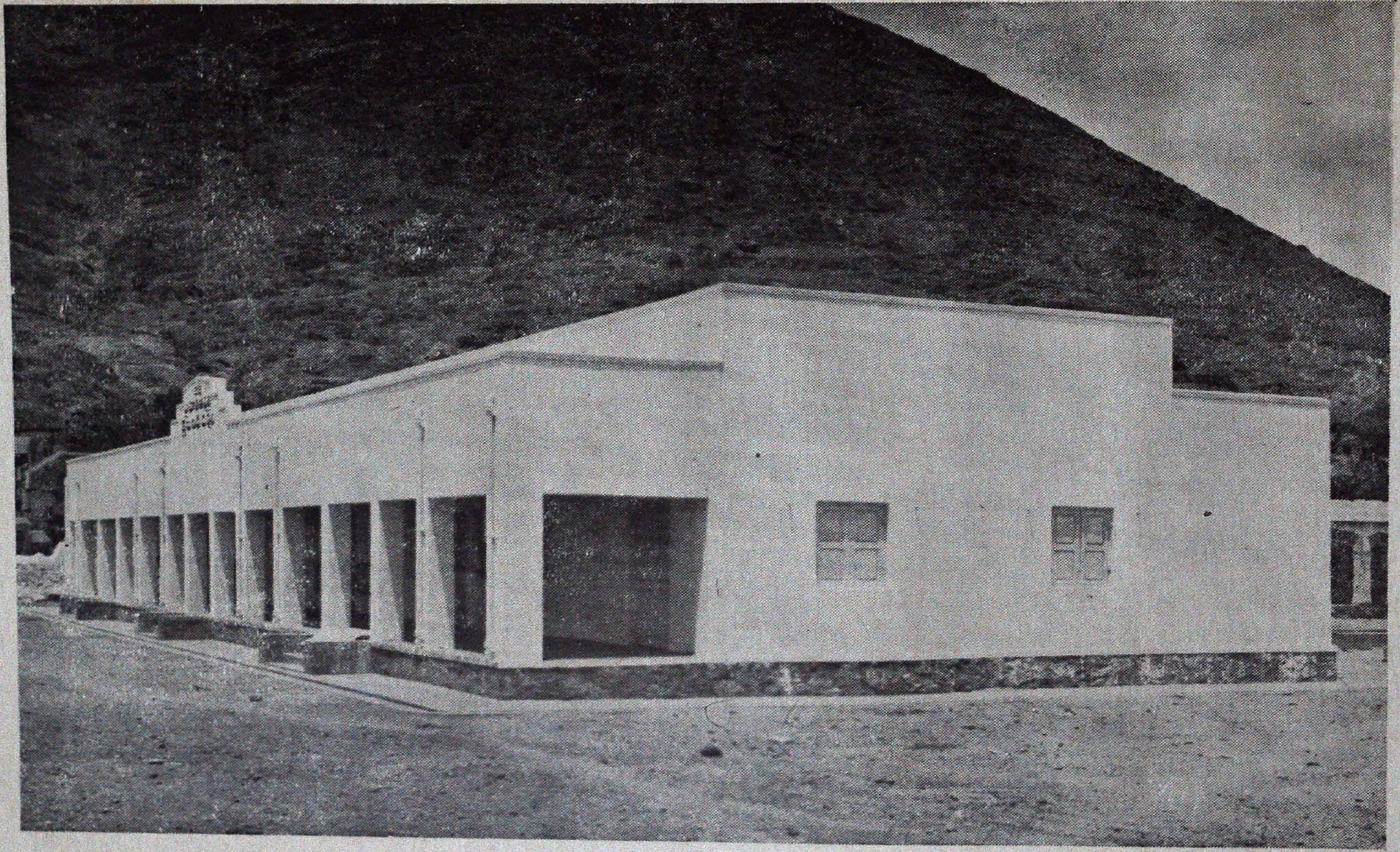
The Municipal Council has sanctioned estimates of works to be executed in 1951-52 in the 20 wards of the town at a cost of about Rs. 60,000/-

The council has sanctioned the opening of a new Park in the town. A new library was opened on 17-9-51. The construction of a Travellers' Bungalow at an estimated cost of Rs. 35,000 and the cement concreting of 2 roads at an estimated cost of Rs. 46,000 have been sanctioned by the council and Government grant has been applied for.

MAYURAM

The Municipal Council Mayuram, Tanjore District has effected the following improvements during the last one year and odd.

1. The construction of a Municipal Park opposite to Sundaram Talkies, with a siren (donated by Sri M. T. Kolandaivelu Chettiar) and Gandhiji's statue. opened by Sri A. S Venkataraman, M. A., Revenue Divisional Officer, Mayuram, on the Republic; day the 26—1—50 and it is named as 'Republican Park."



MATERNITY HOME AT VIJAYAWADA.

Gifted to Municipality by the Krishna District Welfare Fund Committee and inaugurated by Srimati Sheila Naik, President of the Committee on Telugu New Year's day the 26th March 1952. Dr. T. V. S. Chalapati Rao, Chairman, took over the Building on behalf of the Municipality. This was constructed at a cost of Rs. 50,000, with provision for 14 beds, Kitchen etc.

2. The construction of a Municipal bus stand, opposite to Mayuram Post Office with all amenities. Opened by Sri T. K. Sankaravadivelu Pillai, I. A. S. Collector and District Magistrate, Tanjore, on 6—9—50.

3. The construction of a Reinforced Cement Concrete foot bridge across Cauvery connecting hospital street with Tiruvilandur. Opened by Sri J. Sivanandam, I. A. S. Secretary to Government, Local Administration Department, Madras, on 9—9—50.

4. The construction of a new building for the Municipal High School, Koranad as per approved type design - Foundation stone for the building was laid by Sri C. Maruthavanam Pillai, Vice President, District Board, Tanjore, on 6-12-50 and the construction of the building is in progress.

5. The construction of a park on Cutchery road, with statues of Sri Rajendra Prasad, President of the Indian Republic, Sri Pandit Jawahrlal Nehru, Prime Minister, Sri C Rajagopalachariar and Late Sardar Vallabhbhai Patel. It is named as 'Independance Park". Opened by Captain A. S. Venkataraman, Revenue Divisional Officer, Mayuram, on 26—1—51.

6. Construction of a vegetable market consisting of 6 stalls in the North Madavilagam. Opened by Sri K, V. R. Venkatarama Reddiar, Chairman, Municipal Council, Mayuram, on 26—1—51.

7. All the important roads were tarred with precoated chips.

8. The provision of an automatic Water Supply system with 4 taps for the Municipal well at Semangulam. It was opened by Sri C. P. Ramaswami Reddiar, M. L. C. on 12—5—51.

9. The Maternity and Child Welfare centre lying in Hospital with 12 beds and complete equipments constructed and gifted to the Municipal Council by His Holiness Sri La Sri Pandarasannadhi Avl. of Dharmapuram Mutt was taken charge of by the Municipal Council on 3-7-51 on which date it was opened by Sri P. S. Kumaraswami Rajah the Hon'ble Chief Minister to the Government of Madras.

10. The Provision of an automatic water supply system with 2 taps for the Municipal well in the Republican Park. Opened by Capt. G. A. Sundaran, B. A., M. B., B. S., Assistant Surgeon, Government Hospital, Mayuram, on 25-7-51.

11. The construction of a foot bridge across old Cauvery connecting Manaveli Street with Pasupathi Street. Opened by Dr. T Shanmughasundaram, L. M. P., L. P. H., Municipal Health Officer, on 15-8-51.

12. Against the annual allotment of Rs. 57,750/- the Municipal Council has spent last year a sum of Rs. 97,694/- towards the improvement

of its communications, thanks to which the condition of all the roads in this municipality is satisfactory.

13. The construction of a Reinforced Cement Concrete foot bridge across Cauvery connecting Kosavan Street with Mappadugai. It is just nearing completion.

14. The construction of a foot bridge across old Cauvery connecting Ponamboki lane with Serithiyur channel. It is just nearing completion.

The Regional Inspector in his general remarks under Part I (General Administration and under Part II (Office Management) has remarked as follows ;—

Part I—General Administration.

"It is gratifying to note that there has been all round improvements in the administration during the period covered by inspection and the feature is mainly due to the co-operation of all the members of the executive and the council and the special interest evinced by the Commissioner. The General result of Inspection is Good."

Part II—Office Management.

"General: The office routine has considerably improved since last inspection. The condition of the office is good".

MELAPALAYAM

(1) Provided street electric lights in all important areas of the Town after coming into office.

(2) Provision of maternity centre and appointment of additional midwife and ayah.

(3) Conversion of one Elementary School into Higher Elementary School from the current year.

(4) Distribution of skimmed milk through 25 centres in the town. More than 81504 persons are benefitted by the distribution.

(5) Decided to write off Property Tax due from poor and deserving weavers for one half year.

PALACOLE

(1) **Public Health :**—(a) **Isolation shed :**— For the Isolation of infectious patients in this town a building was constructed at the entire cost of Rs. 3508/- from the Municipal funds.

(b) **Cattle Depot :**—A cattle depot was constructed at the entire cost of the municipality for Rs. 3200/- for the maintenance of the bulls departmentally.

66,691/- C.ft. of compost was manufactured in this Municipality.

Lorry garauge :—A garauge shed for the conservancy lorry was constructed at the expense of the Municipality for Rs. 3100/-.

Maternity & Child Welfare Centre :—Free distribution of milk to the expectant and nursing mothers was being made from 15-8-51 onwards at the Maternity Centre, which was constructed with the aid of the public donations at an estimated cost of Rs. 30.000/-. Four beds are provided.

(2) Communications:—(a) A five year programme of Cement concreting of roads was drawn up for 3 Miles 4 Furlongs at a cost of Rs. 3,48,000/- The Government in their order Ms. 1479, L. A. dated 24-7-50 has approved the scheme and sanctioned half grant of Rs 32150/- for the first year programe executed.

Bridges:—A foot-bridge across Narsapur canal at a cost ot Rs. 14000/- was constructed and opened by the Hon'ble MInister for Agriculture on 26-1-51 and it has linked the two parts of the town on either side of the Narsapur canal and has satisfied a long felt need of the town. Another foot-bridge in 7th Ward across Digamarru channel at a cost of Rs. 3000/- was constructed at the cost of Municipality.

Parks and Gardens:—An extent of 1100 sq. yds. of site was newly formed into Park adjoining the existing Rajamayya Municipal Park.

The Radio Bunk was constructed with the aid of the donation of Red Cross Society of Palacole Sub branch at a cost of Rs. 1600/- An ornamental fountain and a flower stand at a cost of Rs. 1700/- were provided in the Municipal Park, Childrens' games materials have also been provided. A green cottage shed was also erected by the efforts of Dr. A. K. Rao, Reliance Nursing Home, Palacole,

Office Building:—An estimate for Rs. 25,000/- for improvements to Municipal office building was sanctioned by the Council and technical sanction for the execution of work is awaited. The foundation stone of the same was laid by Hon'ble Minister for Local Administration on 25-4-51.

Fire Station:— The Government have sanctioned half-grant of Rs. 500/- for repairs and renewal of the existing Fire Station which was damaged due to the cyclone in 1949 and it is under execution-

(iii) Education:—

The Jubilee Hall of the Palacole High School building was blown-off due to the Cyclone in 1949 and the Government have sanctiond a half-grant of Rs. 8600/- for its repairs. Another tiled shed for accommodating the growing needs of High School was also provided at a cost of 4000/-.

Play Grounds:—The vacant site of 1.22 acres belonging to a private party has been taken up for acquisition on private negotiations and is pending with the Collector.

Municipal Girls High School:—An open site of 500 sq. yds. which belongs to Police Department, adjoining the Municipal Girls High School was occupied temporarily for the purpose of play-ground under orders of Government and its alienation is awaited. A tiled shed to meet the needs of the Girls High School was constructed at a cost of Rs. 1300/-.

Six Adult Literacy Schools were opened and Government promised grant for the same.

Municipal Middle Sehool for boys:— The Government have sanctioned a half-grant of Rs, 25,000/- for construction of Middle School building, which is under execution. The School is now in a rented building,

Tree planting: – 485 new trees in different varieties were planted during Vanamohothsavam and maintained in order.

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